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ABSTRACT

A study was done of the civil rights status of Hispanics in Idaho with respect to issues raised at a series of community hearings sponsored by the Idaho Human Rights Commission. Testimony included concerns about state and local hiring practices; the perceived need for bilingual state social service providers and educators; the need for outreach toward Hispanics by the Human Rights Commission; perceived discrimination by local law enforcement officials; some type of workers' compensation coverage for farm workers; and the condition of Hispanic youth and the challenges of securing appropriate and adequate education. In order to investigate these issues the Commission conducted a survey of current information available and compiled a report. Among the findings were the following: (1) Hispanics in Idaho constitute the state's largest minority group; (2) census takers may undercount Hispanic persons; (3) median incomes are lower than the national figure; (4) unemployment rates are higher than national levels; (5) educational services for limited English speakers and others are scarce; (6) there is perceived educational and racial discrimination; and (7) there is a significant lack of comprehensive, complete, and accurate information regarding Hispanics in Idaho. Appendixes contain supplementary materials such as meeting reports, correspondence, and pertinent articles. (JB)

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HISPANICS IN IDAHO: CONCERNS AND CHALLENGES

IDAHO HUMAN RIGHTS COMMISSION

RESEARCH REPORT

SPRING 1990

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RICHARD MABBUTT

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HISPANICS IN IDAHO: CONCERNS & CHALLENGES 1990

Introduction

The Idaho Human Rights Commission is responsible for assuring all individuals within the state freedom from discrimination based on race, color, religion, national origin, or sex in matters of employment, public accommodation, education and real property transactions. In addition, the Commission has jurisdiction over complaints in employment based on discrimination due to age (40 and older) or handicap.

Pursuant to this responsibility the Commission held community hearings throughout southern Idaho in 1989 to receive public testimony regarding citizen concern about human rights conditions in Idaho. A major focus of these meetings, held in Caldwell, Twin Falls and Blackfoot, were concerns regarding the present condition of Hispanics in Idaho. The testimony was wide-ranging, and included concerns about state and local hiring practices and a perceived need for bilingual state social service providers, as well as more bilingual local educators; a concerted outreach toward Hispanics by the Human Rights Commission; perceived discrimination by local law enforcement officials; and some type of workers' compensation coverage for farmworkers.

However, the major focus of concern by citizens testifying at these meetings was the condition of Hispanic youth and the challenges of securing appropriate and adequate education. A number of issues were raised concerning Hispanic educational achievement, educational programs and their sensitivity to the needs and circumstances of Hispanic students, and actions that could be or are being taken by the Hispanic community, local and state educational officials, or other agencies or organizations responsible for assuring human rights and freedom from discrimination.

The Commission instructed its staff to survey the current information available on these issues and to compile a report that would provide reliable information to interested citizens and policy-makers. This discussion paper is not comprehensive due to resource constraints, but it does survey information that could prove useful in understanding better the current conditions of the Hispanic community in Idaho.

Hispanics in the U.S. and Idaho

The U.S. Census Bureau estimates the 1988 Hispanic population to be 19.4 million persons, or 8.1 percent of the total United States population.[1] Other sources place the number of Hispanics higher, perhaps at or exceeding 20 million.[2] (For detailed characteristics of the Hispanic population in the U.S., see Appendix A.)

Hispanics in Idaho constitute the state's largest minority group, but population estimates vary. The 1980 Census reported 36,560 Hispanics residing in the state.[3] The Idaho Department of Employment estimates some 40,166 Hispanics in Idaho in April 1989,[4] about 3.9 percent of the state's population. Yet, a Blackfoot Morning News story of October 6, 1989, citing an Idaho Statesman story, reports 70,210 Hispanics living in Idaho, about 7% of the state's population, with estimates of 157,000 Hispanics by the year 2000, or some 15% of Idaho's projected population. The original story cites Idaho Department of Employment data as its source. An undated "unofficial estimate" of Hispanics in Idaho provides both "conservative" and "liberal" estimates of total Hispanics living in Idaho, presumably in the 1980's.

Conservative	Liberal
65,000 total	100,000 total
38,000 citizens	53,000 citizens
10,000 legal residents	17,000 legal residents
17,000 undocumented	30,000 undocumented[5]

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[1]Bureau of the Census, "The Hispanic Population in the United States: March 1988," Current Population Reports, Series P-20, No. 438, p. 1.

[2]The Futurist, July-August, 1989, p. 53.

[3]Gina Valdez, "Conditions of Hispanics in the State of Idaho," U.S. Bureau of Census, September, 1985.

[4]Idaho Demographic Profile (FY1990), p. 12.

[5]Camilo M. and Terry J. Lopez, "Culture vs. Culture: Hispanic and North American (Anglo) Cultures Contrasted," p. 9, undated mimeo, Caldwell, Idaho.

Dr. John Jensen, professor of education at Boise State University, reports that one recent health survey of Hispanics in Idaho indicates that during the height of the seasonal farm worker migration there may be up to about 120,000 Hispanic persons in the state.[6]

Hispanic people have expressed concern about undercounting of Hispanic persons by national, state or local census takers. Other census experts agree that undercounting of Hispanics is a problem and suggest the 1990 Census may show considerably more Hispanics than have been previously estimated.[7]

Other demographic characteristics of the Hispanic population likewise vary as they are reported in census publications. For example, the U.S. Census lists the median age of all Hispanics in the U.S. to be 19.9 years in 1980,[8] while the Population Reference Bureau estimates a median age of 26 for about the same time period.[9]

The 1980 U.S. Census reports that 38.7% of Hispanics were high school graduates, while 73.7% of all U.S. inhabitants had a high school diploma.[10] By 1988 the educational achievement of Hispanics had improved somewhat, with nearly 60% of Hispanic youth 16-24 achieving high school graduation. Yet the national dropout rate of 28% for Hispanic youth continues to be a "national tragedy," according to Education Secretary Lauro Cavazos.[11] Meanwhile, the Population Reference Bureau reports the current Hispanic dropout

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[6]Personal communication, 2/26/90.

[7]The Futurist, July-August 1989, p. 53.

[8]Valdez, op. cit.

[9]The Futurist, op.cit., p. 53.

[10]Valdez, op. cit.

[11]"Hispanics Suffer Large Dropout Rate in 1988," Twin Falls Times-News, Sept. 26, 1989.

rate for Hispanics to be 40%.[12] The National Council of La Raza estimates the Hispanic dropout rate nationally to be 50%.[13]

The 1980 Census reports Hispanic median income of $12,294, compared to the national figure of $17,492. Unemployment nationally was 8.0%, but 11.8% for Hispanics. Moreover, while some 9.6% of all U.S. families lived in poverty, nearly 25% of Hispanic families were living at poverty levels. Some 12.6% of all U.S. inhabitants lived in poverty, while 29.3% of Hispanics were doing so.[14]

The Idaho Department of Employment reports 18,229 Hispanics in the 1989 labor force, 3.6% of the state's total; some 1,969 Hispanics were unemployed, or 6.23% of all unemployed Idahoans.[15] That figure is a decline from the 11.8% unemployment rate among Idaho Hispanics reported in the 1980 U.S. Census.[16]

A local source suggests the Hispanic unemployment rate in Idaho recently to be closer to 10%. It also reports occupational distribution for Idaho's workforce as follows:[17]

Idaho's Total Labor Force	453,390	
Total Hispanic Labor Force	16,703	(4%)

Occupational Distribution:	Total	Hispanic
Total	415,043	15,316

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[12]The Futurist, op. cit., p. 53.

[13]Maria Salazar, "Schools Fail to Deliver for Hispanics," Idaho Statesman, July 6, 1989.

[14]Valdez, op. cit.

[15]Idaho Demographic Profile (FY1990), pp. 21-28.

[16]Valdez, op. cit.

[17]Camilo M. and Terry J. Lopez, untitled mimeo, nd.

(cont.)

	Total	Hispanic
Exec., Admin., Mgr.	41,114 (10%)	544 (4%)
Professional Specialty	44,590 (11%)	589 (4%)
Technicians	11,128 (3%)	276 (2%)
Sales Occupations	41,101 (10%)	659 (4%)
Clerical	60,009 (14%)	1,428 (9%)
Service Occupations	53,687 (13%)	1,861 (12%)
Farming, Forestry, Fishing	37,142 (9%)	3,351 (22%)
Production, Craft & Repair	54,070 (13%)	1,449 (9%)
Machine Operator, Assembly	27,457 (7%)	2,339 (15%)
Transportation & Moving	23,689 (6%)	954 (6%)
Handlers, Laborers, Helpers	21,056 (5%)	1,866 (12%)

The state employment department also estimated that 128,328 Idahoans (12.4%) lived in poverty, of which some 11,519 were Hispanic, about 9% of the state's poor.[18]

Hispanics in the Educational System

Information regarding educational achievement among Idaho's Hispanics is somewhat incomplete or inaccurate, which makes accurate assessment difficult.

The 1980 U.S. Census reports that 38.7% of the state's Hispanics are high school graduates, while 49.5% had less than an eighth grade education.[19] Caldwell attorneys Camilo M. Lopez and Terry J. Lopez report that 49.5% of "our Hispanic population" is without a high school education, while the "average educational level of adult Hispanics is 7 years."[20]

The Idaho Department of Employment projected that 1989 school enrollment in Idaho would be 214,506 students, with an estimated 3,950 high school dropouts.[21] No accurate data on the ethnic composition of the state's school-age population is publicly available from state sources due to non-requirements regarding reporting of ethnic or cultural backgrounds by respondents. One

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[18]Idaho Demographic Profile (FY1990), p. 42.

[19]Valdez, op. cit.

[20]Camilo M. and Terry J. Lopez, untitled mimeo, p. 10.

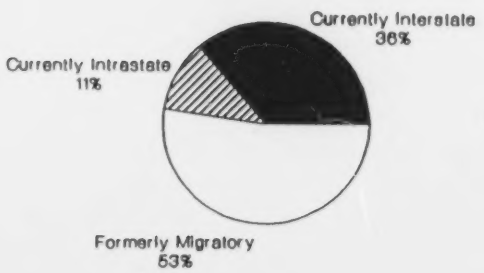
[21]Idaho Demographic Profile (FY1990), p. 65.

local source estimates that 4.6% of Idaho's school enrollments are Hispanic students.[22]

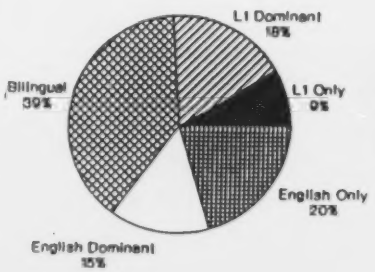
Reliable information on the current numbers and enrollment rates of Hispanics of school age compared to the state's school-age population or to national Hispanic and non-Hispanic rates are not available for this report. The 1990 Census may provide much of this information, but data will not be available until the early 1990's.

Suggestive data are available. During FY1988 (Fall, 1987-Spring, 1988) the Idaho State Department of Education reported 8,793 migrant children enrolled in local school districts, with some 4,563 children receiving services from migrant education, a 7% increase over the previous year's participation. Of these students, 85% were Hispanic, 14% Anglo, and 1% Asian, Black or Native American. Other characteristics of the participating population are displayed in the following graphs:[23]

Participants
by Migrant Status



by LAU Category



by Gender

The September 30, 1988 school census reported a statewide student population of 214,615 in Idaho's public schools. Of these, the initial home language survey identified 3,877 students (about 2%) as having home languages other than English. While over 34 language groups were represented, the largest language group, 2,933 (76%) was Spanish. Native American languages, with 631 students (16%), was the second largest, with Lao, 141 (4%), the third largest.

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[22]Camilo M. and Terry J. Lopez, op. cit., p. 10.

[23]Annual Evaluation Report, Chapter 1 ECIA Educational Programs (FY1988), pp. 9-10.

Of the 3,877 students, some 2,503 (about 63%), were assessed as being limited in English proficiency (LEP). Some 2,439 students received special educational services, while about 60 did not. Services for limited English proficiency students are funded almost entirely by local school districts, using both state and own-source revenues. However, of the students identified, some 1,438 (65%) qualified as migrants eligible for services under Chapter 1-M, a federally-funded program.[24]

Educational services for limited English proficient students are provided by the Idaho State Department of Education and local school districts as a result of an out-of-court settlement approved by a U.S. District Court in 1983. The lawsuit, initiated by Hispanic parents and the Idaho Migrant Council, was settled in a "consent decree" that requires Idaho schools to provide dual-language instruction for students whose command of English does not allow them to keep pace with their classmates. School districts which fail to meet state requirements can lose state funding if they do not improve programs identified as substandard.[25] The State Department of Education makes the following requirements of all school districts:

1.) Conduct a home language survey to determine if a language other than English is spoken at home;

2.) Assess children from homes where a language other than English is spoken for English language proficiency;

3.) Design and structure a program of instruction to meet the educational needs of identified students;

4.) Submit a formal project application for SDE approval which outlines a program to meet the educational needs of LEP students;

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[24]Idaho State Department of Education, "Evaluation of Programs for Limited English Proficient Students FY1989," p. 5.

[25]"Schools Ordered to Offer Dual Languages," The Idaho Statesman, March 4, 1983, p. 3C.

5.) Measure and report the progress of LEP students;

6.) Report to the SDE the results of an LEP program evaluation.[26]

The educational condition of limited English proficiency students, program characteristics, a description of state agency technical assistance activities and evaluative conclusions for the FY1989 program is included as Appendix B. It is noted here, however, that the primary effort on behalf of such students focused on English as a second language, in settings outside of the regular classroom.[27] While many educators locally may believe these practices are the best that can be done within resource constraints, these practices may not be the best for the self esteem or the educational achievement of the students involved.[28]

Information regarding Hispanic educational achievement is limited in quantity and quality. The state education department's 1989 report on limited English proficiency students indicates these students "continue to perform below grade expectations according to school system personnel."[29] This report noted earlier the differing estimates of graduation and dropout rates for Hispanics nationally. The Idaho State Superintendent of Public Instruction has indicated the state does not have very reliable information on the dropout (or completion) rate in general, and has even less information on the Hispanic dropout rate.[30]

The Idaho Migrant Council has performed one public study available for this report. Its report, "A Survey of Dropout Rates and

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[26]Idaho State Department of Education, op. cit., p. 4.

[27]Idaho State Department of Education, op. cit., pp. 25, 26 and 28.

[28]Idaho State Department of Education, op. cit., p. 17; see also Eugene E. Garcia, "Effective Schooling for Hispanics: the Classroom," mimeo as Appendix D, and Rosario C. Gingras and Rudy C. Careaga, "Limited English Proficient Students at Risk: Issues and Prevention Strategies," as Appendix E, and Jil Sevy, "Hispanic Students and the Educational System: An Anthropological Approach," as Appendix F.

[29]Idaho State Department of Education, op. cit., p. 17.

[30]Jerry Evans letter, 7/27/1989, as Exhibit 1.

Achievement Levels among Mexican-American Students in Idaho" August (1978), is interesting for both its research methodology and its findings. The study reports the difficulties in obtaining complete and accurate data from the state department of education, and notes that in 1974 Anglo educators at the College of Idaho and at Boise State University had attempted tc document dropout rates with little success. Both sources arrived at estimates of up to`80% for the Hispanic dropout rate during that decade.

The Migrant Council study focused on six school districts--Caldwell, Cassia, Minidoka, Nampa, Twin Falls and Vallivue--which have the largest concentrations of Hispanic students. The study sought to examine both dropout rates and achievement levels of Hispanic students. Despite serious methodological challenges, the study is creative and instructive. It concludes:

> First, the study reveals that in Idaho at the present time actual figures of the Mexican-American dropout rates are unknown and unavailable. Second, cumulative dropout rates for the six districts studied reflect a dropout rate as high as 80 percent. Third, available achievement level scores indicate that the Mexican-American student generally continues to score well below Anglo/white students.[31]

While national and local dropout rates for Hispanic students seem to be dropping, the rates in Idaho are probably no lower than the 30-50% rates noted elsewhere, and these rates should be an issue of major concern for educators and Hispanics alike. Dr. John Jensen, BSU professor of education, estimates that current dropout rates for Idaho's Hispanic students may range from about 40% in some school districts up to about 80% in others, with an average rate of about 60% among school districts. (The professor also has noted that he wishes this study focused more on the past decade, rather than using studies from the 70's. He adds, "Perhaps the problem is that no major study of the education of Hispanic students has been undertaken since the lawsuit brought by the Idaho Migrant Council."[32]

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[31]Idaho Migrant Council, "A Survey of Dropout Rates and Achievement Levels Among Mexican-American Students in Idaho," August, 1978, p. 20.

[32]Personal communication, 2/24/90, and see Exhibit 4, " . . . Comments on the Report," p. 2.

Testimony at community meetings sponsored by the Idaho Human Rights Commission in 1989, and at community meetings initiated by the State Department of Vocational Education, through its recently formed Hispanic Barriers Task Force, provide evidence of concern by parents and educators, both Hispanic and Anglo. (See Appendix A for testimony at IHRC community meetings, and Appendix G , "Nampa School District Meeting Report," for information regarding the perceived causes of high Hispanic dropout rates and possible solutions. Appendix E, made available by the State Department of Education, and Appendix F, a draft developed through the Human Rights Commission, also provide additional theoretical and practical perspectives on both the causes of the dropout problem and prevention and treatment strategies.)

The Idaho Commission on Hispanic Affairs also has held community meetings that have focused on many of these same concerns. The information reported in those sessions is consistent with that provided here. Commission Chairman Rudy Pena indicates that no report is available from the Commission, because there is no legislative appropriation to support a staff to provide such services.[33]

At a January 18, 1990 private hearing in Caldwell, the Northwest Coalition against Malicious Harassment received additional testimony from Hispanic parents, educators and students, with some commentary from Anglo educators. Participants expressed concerns regarding these issues:

1.) The perceived lack of bicultural awareness or sensitivity workshops for public school personnel at all levels--various staff people, Hispanic and Anglo, have suggested such workshops be made available periodically to all educators, not just staff assigned to limited English proficiency or migrant education programs. While many of the participants were from one Canyon County school district, people living outside of that district made the same point about nearby school districts.

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[33]Personal communication, 2/27/90.

(It may be noted that the Idaho Human Rights Commission has no record of any request for assistance in organizing such a workshop from any school district in the state during the decade of the 1980's.)

2.) The perceived reduction or elimination of funding for migrant education or limited English proficiency services for Hispanic students;

3.) The perceived lack of native Spanish-speaking teaching staff, counselors or administrative staff in local area schools;

4.) The perceived lack of non-discriminatory and well-understood administrative processes, especially disciplinary proceedings involving Hispanic students, or communication processes with parents of Hispanic students--one participant noted the absence of administrative procedures written in Spanish or discussed in Spanish with Hispanic parents. Another noted the frequent absence of support by either parents and/or the school administrators for fair enforcement of school disciplinary policy.

5.) The perceived lack of scholarship programs for Hispanic high school graduates, the absence of which tends to discourage Hispanic students from finishing high school. (See section on "Hispanics and Higher Education" below.)

6.) Student participants report continuing incidents of racially-directed comments or other forms of harassment in area high schools. (A 1988 survey of racial and religious intolerance in Idaho reports Idahoans feel "neutrally" about Hispanics overall, with about 30% of respondents reporting "very warm" feelings toward Hispanics while some 11% report "very cold" feelings toward Hispanics.[34])

7.) Hispanic educators, and some Anglo ones as well, feel some intimidation about advocating too strongly for better education for Hispanics or against discrimination aimed at Hispanic students, for fear of repercussions, including the possibility of

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[34]"A Survey of the Extent of Racial and Religious Intolerance in Idaho," Boise State University Survey Research Center, Boise, Idaho (April 1988), pp. 11-12.

losing their jobs. (See Appendix G, "Nampa School District Meeting Report," for information supporting these concerns and possible solutions.)

Hispanics in Higher Education in Idaho

During the 1980's the number of Hispanic college graduates grew from 5% to 10% nationally. The 1980 Census reported that 5.5% of Idaho Hispanics had four or more years of college education, with another 11.8% having between 1 and 3 years of college.[35]

There are no complete data available for this report that document the enrollment and graduation rates of Hispanic youth in public and private post-secondary educational institutions in Idaho. There is some systematic tracking of Hispanic students in higher education in Idaho, and some suggestive data is available. For example, the State Board of Education reports informally that in 1987 there were 43,614 students enrolled in public post-secondary education in Idaho (vocational technical, colleges and universities). Of these, some 486 were reported to be Hispanic, about 1% of all students in public higher education. In 1988 the same source estimates that 1.5% of public higher education students were Hispanic. The State Board of Education office reports that in 1987 there were 102 Hispanic graduates from public post-secondary institutions, or about 1.15% of all graduates in Idaho in that year.[36]

A number of factors affect Hispanic enrollment in and graduation from post-secondary educational institutions. Community testimony (see Appendix A) indicates the Hispanic high school students are steered away from college preparatory curricula and steered toward vocational preparation courses. Moreover, Maria Salazar reports, citing a La Raza study, that nationally some 75% of Hispanic high school students by their senior year have been placed in curricular programs that make college education improbable.[37]

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[35]Gina Valdez, op. cit.

[36]Lynn Mathers, "Hispanic Youth in Idaho," internal memo prepared for the Idaho Human Rights Commission (Summer, 1989), p. 8.

[37]Maria Salazar, op. cit.

Community testimony also cites the lack of scholarships or other financial resource programs focused on Hispanic high school graduates. There are no state-funded scholarship programs at Idaho's public colleges and universities that fully support Hispanic students throughout their college careers. Some federal educational support programs, e.g., CAMP, HEP, Upward Bound, are being utilized in concert with some institutional resources to more fully support Hispanic students in Idaho's public colleges and universities.[38]

Idaho's Hispanic community has recognized this problem and has undertaken the development of community-based Hispanic scholarship funds, reports Maria Salazar. In 1989 IMAGE de Idaho awarded $13,200 to 10 Idaho college freshmen and 10 continuing college students. IMAGE volunteers, foundation grants and corporate donations are the principal sources for this fund. In addition, the Idaho Migrant Council has developed a $3000 scholarship fund through community fund-raising activities.[39] This development of community-based scholarship funds for Hispanics in higher education in Idaho is most notable, yet such funds are not sufficient to support fully the level of indicated need. Other organizations are starting to address this issue. The Idaho Association for Affirmative Action awards 3-5 small scholarships every year to minority students, and Hispanic students have been recipients of these.

Challenges other than financial ones face the Hispanic college student. Again the Hispanic community is performing a leadership role in meeting these challenges. One program that assists the Hispanic freshman just entering college is MEChA, which is somewhat like Big Brothers/Big Sisters. Students help orient the new students to the campus, and assist them in registering and all other aspects of entering the system. Students are made aware of the options that are available to them concerning their classes, i.e., drop/add, withdraw, auditing, and other aspects of their enrollment process.

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[38]See Exhibit 4, Dr. John Jensen, BSU Professor of Education, Comments on the Report.

[39]Maria Salazar, "Funds Send Hispanics to College," Idaho Statesman, no date.

Other Concerns

Members of the Human Rights Commission as well as people testifying in the community hearings have commented on the special need for "models and mentors" from within the Hispanic community for both public school and post-secondary students. Various Hispanic community organizations and individuals are operating formal or informal projects to match a Hispanic role model or mentor with selected high school or college student.[40] Such community leaders provide encouragement, access and some skill-sharing that assists the younger Hispanic student to believe in a better future and to appreciate the value education can be in later success.

The Idaho State Board of Education also operates the public television broadcasting system statewide. While some Spanish-instruction courses are offered through IEPBS, there are no courses offered for limited English proficiency residents of the state. Interviews with representatives of IEPBS indicates that there are several offerings of some relevance to Idaho's Hispanic community. One program, "Heritage," which is broadcast weekly in the evenings, includes Hispanic issues and presents Hispanics as positive role models, or as people who have been successful in the dominant Anglo culture without giving up their Hispanic culture. Another program, "Vista," is designed for adult Hispanics, and is developed and performed by Hispanics, but is shown only occasionally. IEPBS's major programming features of an educational nature are geared for younger children. These include "Sesame Street," "Reading Rainbow," and "3-2-1 Contact," all of which are focused on learning skills and feature Hispanic role models. It is noted that Sesame Street is available in Spanish, but is not available in the U.S. because American unions object to the Spanish version, which is filmed in Mexico, using native participants.

The relatively small size of the Hispanic population in Idaho reduces the likelihood that public or private broadcasters will feature extensive Spanish-language television or radio programming. However, United Cable TV reportedly offers Channel 35, Spanish-only programming, in its Nampa-Caldwell service area. At one time

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[40]Lynn Mathers, op. cit., pp. 6-8.

there was a program, "Follow Me to Learn English," but sources are unaware whether the program currently exists. Additionally, several Idaho radio stations feature some Hispanic radio programming during selected hours of the day or week. These may include music, talk shows and community affairs features, but none offer education programs as such.[41]

Conclusions

This discussion paper has presented testimony by members or representatives of the Hispanic community reflecting their perceptions and concerns regarding conditions affecting Hispanics in Idaho. While those concerns include perceived discrimination in employment, housing, and law enforcement, the major focus of attention is on perceived discrimination in public education--primary, secondary, and post secondary. The Commission staff has participated in other hearings and has conducted interviews with knowledgeable representatives of Idaho's educational system, as well as reviewing public documents or public reports that provide information bearing on these concerns.

One conclusion this paper suggests is that the information base regarding Hispanics in Idaho is not comprehensive, complete or accurate. The absence of basic information from state or local agencies may indicate resource constraints, yet public law or policy requires such information for decision-making or record-keeping purposes. This lack of information raises legitimate concern about the basic sensitivity, or priorities of representatives of Idaho's public educational institutions or agencies, or their skills in implementing their presumably good intentions. In short, if public policy-makers or implementors do not care enough to know basic information about conditions of Idaho's Hispanic community, how can they care enough to undertake positive corrective action?

Moreover, information reported here suggests that most educational services for Hispanic students with limited English proficiency are federally-funded or have been funded in response to court order by the state and local school districts. This situation is perceived by some educators, parents and community advocates (both Hispanic

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[41] Lynn Mathers, op. cit., pp. 11-12.

and Anglo) as further evidence of a lack of awareness or sensitivity to these concerns on the part of local and state policy-makers.

The other major conclusion to be drawn from the information presented in this paper is that in the face of substantial neglect by the Anglo community, the Hispanic community in this state has provided significant leadership in research, constructive advocacy, and community-based programs with proven performance.

These conclusions are supported by the evidence--that available and that lacking. They are offered as catalysts for awareness and further action by leaders and representatives of both Anglo and Hispanic communities, for greater knowledge precedes wiser action. Idaho prides itself on offering a high quality-of-life for its residents, but that vision must include all its people. Respect, recognition and the rights of full choice, denied to one, are thereby denied to all. The challenge of full citizenship and personhood for every Idahoan awaits . . . the time for action is now.

RECORD OF IHRC COMMUNITY HEARINGS

Caldwell Community Hearing

April 15, 1989

President Gayle Speizer welcomed persons attending the meeting, and said that the Commission was interested in knowing how it could better serve the community. The following persons spoke:

Jesse Berain: A member of the initial Commission appointed in 1969 by Governor Samuelson, he later served as staff for the Commission. The initial budget was $29,000 for two years. Nine counties had advisory committees. The Commission never lacked for cases, but the staff lacked expertise. The Commission received a $22,000 initial grant from EEOC, but the investigative staff still had on occasion to hitchhike to do work out of town.

Berain said that throughout its history the Commission has caught hell from all sides. If it wasn't, it might not be doing its job. He complimented the Commission for its involvement in the NWCAMH, IAAA, ASPA, IMAGE, NAACP and CHRB. He said that on the downside the Commission is hampered by its lack of subpoena power and its lack of minority outreach programs. The Commission needs to use more public relations and increase its visibility with minority communities.

Rudy Pena: Chairman of the Hispanic Commission, said he has worked with the Human Rights Commission staff to see that the activities of the two Commissions do not duplicate one another. He reported on some of the projects the Hispanic Commission is undertaking:

-- Affirmative action in state government. The rejection rate of hispanics for state jobs is double or triple that of the rest of the population. 80% of hispanic applicants are rejected. The median income of hispanics is $5000 less than for non-hispanics. The Human Rights Commission should be inquiring into testing processes used for state jobs.

-- Studies of hispanics in various aspects of their life. Hispanic population is much greater than shown in 1980 statistics. Three categories: undocumented workers, some going through legalization process, others are U.S. citizens, but for all, their social characteristics are low. Over the next ten years, we must deal with their socio-economic status because they are growing so rapidly. Society has treated all hispanics as if they are short-term

migrant workers, but that is not accurate. They must be transitioned into long-term employment, and Human Rights Commission can help in that process.

In response to a question from Commissioner Sansotta, Pena stated that to improve its affirmative action posture the state could be hiring more hispanics into its temporary workforce pool, sponsoring internship programs, and employing an affirmative action officer for the entire state. It was noted that Commissioner Trerise had been a member of the Governor's task force on equal employment opportunity and affirmative action that reported these same recommendations to Gov. Evans in 1984. The Commission had performed staff work for the task force. All expressed disappointment in the slowness of implementation of the recommendations.

Camilo Lopez: Lopez thanked the Commission for meeting in Canyon County. He discussed the number of hispanics living in Idaho and said that their numbers are under-represented in census reports. He discussed the low average income of farmworkers, hispanic families ($6000), the education of hispanic children whose families need another source of income, of the low employment rate for hispanics by city, county and state government. He talked about the high arrest rates of hispanics and the fact that 100% of the law enforcement officers are white. Hispanic children who do graduate leave Idaho. The hispanic population must prosper economically. The Human Rights Commission must see that equal employment opportunity is available to all. Whites and hispanics don't work together well. He said that the older population also feels discriminated against in Canyon County as are poor whites. People must be given consideration, courtesy when they come to the Commission. As a lawyer, 30% of his time goes into dealing with personal problems, not legal ones. Encourage people to talk with us, even if they do not have a legal problem we can handle.

Phil Sansotta asked Camilo Lopez if he had made any referrals to the Human Rights Commission. In response, Lopez said that calling the Commission on the phone with a problem is very impersonal. It is difficult to get to Boise. It is important to open communication with the Commission. Two-thirds of hispanics in Idaho are monolingual in Spanish.

Consuelo Quilantan: former Commission president, teacher in Nampa public schools with 16 years' experience. She said that there are a lot of non-English speakers in school. There are 14 different languages spoken in the homes of Nampa school children.

In 1980 the Commission studied what happens to non-English-speaking students. It is time to do the study again. Some school districts are not fulfilling court-ordered responsibilities to children who have English as a second language.

The state has gone backwards in bilingual education. A lot of new teachers are not trained to deal with this problem nor are they aware of cultural differences and their impact.

Bernadine Ricker asked if the State Board of Education had been approached. Consuelo Quilantan responded that since Limited English Proficiency (LEP) programs are not funded by the state, responsibility falls upon the local schools. It is not fair to children to waste their time. We do that, however, when they spend time in classrooms where they can't understand the language. They will drop out as soon as they can.

Rudy Pena asked if there was an increase in monolingual (Spanish) children, to which Quilantan answered, "Yes." At the same time, there is a decrease in funding, both at the federal and local levels.

In Caldwell, she said Hispanics are 13% of high school graduates and 31% of the dropouts. Many drop out at age 16, and also between their junior and senior years.

Terry Lopez is a Caldwell attorney who works primarily in family law. She said that state agencies, and especially Health and Welfare, needed to have more bilingual workers. H & W can't deal with an abused child who doesn't speak English, or a non-English speaking family, in either a crisis or a longer-term counseling situation.

In Child Protection situations the state sometimes finds the child in imminent danger, removes the child from the home, does a shallow investigation, and then puts the child back with little real supervision.

Consuelo Quilantan commented that bilingual education is the key. People who succeed in the education system (and thus would be candidates for jobs with Health & Welfare) often lose their ability to speak Spanish.

Diane Schneider from the Department of Justice, Community Relations Service, said this country does not value bilingualism.

The Community Relations Service can assist communities in resolving tension because of race, color, or national origin, but

they have no enforcement powers. They deal with perceptions since they don't do investigations. She said many people are uncomfortable with differences and with "affirmative action," which they don't understand.

She said that some employers, such as U.S. West, are making sure that minorities have access to jobs because they are the employees of the future.

Phil Sansotta asked if her department was available to take cases into federal court, to which she replied they were not because they are not an enforcement agency.

Public testimony ended, since all persons who came to testify had done so.

TWIN FALLS COMMUNITY HEARING

July 8, 1989

President Gayle Speizer welcomed persons attending the meeting and stated that the Commission was interested in hearing their concerns. The Commissioners and Human Rights Commission staff introduced themselves prior to the testimony.

Reverend Tom Tucker, coordinator of the Magic Valley Human Rights Coalition, Twin Falls.

Reverend Tucker spoke from prepared remarks which were distributed to the Commissioners and audience along with a large packet of press clippings on human rights issues.

Reverend Tucker traced the history of the coalition from its beginning about five years ago when a cross burning occurred in Jerome. The group has recently become more active and has distributed copies of the Martin Luther King, Jr. videotape to each grade and junior high school in the Twin Falls area. A local car dealer purchased the tapes for the coalition.

The coalition has also been involved in victim support for a racially mixed family who has received harassment over the telephone and had the word "niger" [sic] printed on their mailbox.

This spring the group became very active in supporting a Jerome high school teacher whose plans to observe the anniversary of Martin Luther King, Jr.'s assassination on school, park and College of Southern Idaho property were rejected because of concerns for public safety in Jerome, and at the college because of a fear that it would call more attention to minority students, some of whom had experienced racial harassment. A local rally was held at a Twin Falls Methodist church. Students from Jerome presented essays on racism and the rally culminated in a walk through downtown and a balloon launch in the city park.

In Jerome, a local committee was organized and invited Bill Wassmuth, director of the Northwest Coalition against Malicious Harassment, to be a keynote speaker at a meeting that drew over 135 Jerome area people concerned about human rights issues.

The Refugee Center contacted the coalition when a group of Laotian and Cambodian parents were afraid to send their Jerome students to a track and field event, fearing for their safety in the wake of media coverage of Skinhead activities in northern Idaho. The coalition met with the students and discussed their fears.

The coalition believes that only a handful of Aryan Nations members live in the area, yet it sees its biggest problem to be the "cultural and social racism that seems to premeate our communities." The coalition hopes to change this through education and friendship with persons of color.

Floyd Padilla, a member of the Commission on Hispanic Affairs.

Mr. Padilla discussed his concern about the high level of hispanic drop-outs and the problem of communication among schools and hispanic parents and students. He believes the problems are due to language barriers, cultural differences, and economic conditions associated with poverty of Hispanic people. He stated that it is a national problem needing a solution. Hispanic students need to develop a sense of pride.

Puda Rosales, Idaho Migrant Council.

Ms. Rosales stated that there are no bilingual instructors in the area schools.

Mary Lou Olivas, coordinator for the Title I Migrant Program in the Twin Falls schools.

Ms. Olivas states that she has responsibility for 400 elementary migrant students; there are no hispanic teachers in the Twin Falls system nor are there any hispanic aides or counselors. She believes that the district needs bilingual teachers. Today hispanic youths are getting jobs and dropping out of our school. Many hispanic parents are afraid to go to schools. The Migrant Education Resource Center offers to provide transportation and babysitting for parent meetings, but still has difficulty getting many parents to attend parent meetings.

Maria Padilla, recent high school graduate, Twin Falls.

Ms. Padilla stated that she worked through high school, but she had parental support to study hard and stay in school. She is going to Boise State University in the fall.

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Ricardo Barrera, Job Service, Twin Falls.

Mr. Barrera states that part of the problem lies in our liberal labor laws that allow 15 and 16 year olds to work late at night. When students start earning money their priorities change from school to cars.

Jesse Esquival, Heyburn parent.

Mr. Esquival stated that parents need education. Hispanics learn from hispanic leaders. These leaders need to convince parents that schools and school lessons need to be reinforced at home. A parents meeting should be held for hispanic parents in the Burley-Twin Falls area to discuss what can be done to better themselves. A speaker from outside the area might help draw people and seem more authorative.

Elaine McClain, Bellevue resident.

Ms. McClain spoke of the influence of television and encouraged programming on topics discussed at this meeting. She discussed national television programs that involved hispanic role models and thought such programs should be shown to students. General discussion by Ms. McClain and others involved the use of television in teaching English and the use of Spanish-speaking radio.

Ms. McClain spoke of her problems as the wife of a black person in obtaining a lease in various Magic Valley communities for a family business.

Michael Casados, Magic Valley Interagency Council for Hispanic Employment, Bureau of Land Mangement, Shoshone.

Mr. Casados spoke of the efforts of his group which is an outgrowth of a similar organization started by Jesse Berain. The organization has 25 members and is interested in increasing an awareness of non-agricultural jobs among area hispanics. The group is active in finding summer temporary as well as permanent jobs for persons, but is also working with students. It is surveying the interests of 75 hispanic students to determine if they want to spend a day or two with workers in a field in which they may have an interest. The students seem to lack any real role models of successful hispanics from business and government. There are no hispanics in upper management or on school boards and students have no role models.

Mr. Casados said that his group is also interested in ensuring that the 1990 census does not undercount hispanics, as he believes it did in 1980.

Vina Esquival, Heyburn parent.

Mrs. Esquival spoke of the importance of parental support for education. She stated that students today want cars and will work to get cars letting their school work suffer. Other times parents want students to contribute to the family income and will encourage them to work rather than to continue in school.

Ramon Valdez, Twin Falls.

Mr. Valdez states that he is over 60 years old and has been oppressed by the system for fifty years. During World War II minorities were needed, but now they are once again overlooked by employers.

Jerry McLain, Bellevue, Idaho resident.

Mr. McLain spoke of the necessity of persons uniting to get their common agenda through and stated that economic boycotts can be effective tools for minority groups to use.

Blackfoot Community Hearing

October 14, 1989

The Commissioners and staff introduced themselves to the persons who were present. President Speizer welcomed everyone and stated that the Commission was interested in hearing their concerns.

Lew Rodriguez, Chairman of the Board of the Idaho Migrant Council, introduced himself and said he was pleased the Commission was holding hearings.

Danny Rodriguez, Idaho Migrant Council, Idaho Falls, discussed difficulties the IMC had in attempting to place minorities on state construction contracts with the Department of Transportation. After a good deal of discussion, the Commission suggested that IMC write to their congressional delegates and to the governor in order to get a report on the specifics of the minority requirement for federal transportation contracts. Leslie Goddard agreed to look into the matter and write a briefing paper for the Commissioners and the IMC.

Later, Mr. Roderiguez told the Commission his high school counselor urged him to be a mechanic. He said today English proficient students are put in special education. No Hispanics are graduating this year from the Snake River School District. Counselors need to advise Hispanic students of scholarship opportunities.

John Purce, President-Pocatello Branch NAACP, asked the Commission why OFCCP wouldn't shut a project down if it violated its contract regarding minority hiring. He stated that other types of contract violations resulted in shutting down the project.

Claudio Avilia, Idaho Migrant Council, Blackfoot, discussed the need for bilingual services in state agencies and schools. He stated that a lot of people aren't being served because of language barriers. In addition, those government offices and schools with bilingual staff overuse these people, causing burn-out. Some agencies give out applications in English and tell Spanish-speaking persons to go elsewhere for assistance.

Avilia stated that Job Service in Blackfoot stated that it doesn't need any more Hispanics. He stated that a re-evaluation of tests for state jobs needs to be done. Would tests in Spanish help the pass rate for Hispanics? He also stated that more agencies should request personnel with bilingual skills. Commissioner Reyna suggested that IMC and others meet with agency heads and bring this information to their attention. He stated that he has recently met with Job Service on this same issue. Mr. Avilia received many questions from the Commissioners.

Becky Otero, Pocatello teacher, stated that she has taught for 15 years and is currently Minority Caucus Chair for the Idaho Education Association. When she was a student, teachers told her she couldn't achieve because her mother spoke Spanish. She was also told by teachers not to plan to go to college because there were too many children in her family.

Ms. Otero stated that schools continue to harm minority children with thoughtless remarks. She has observed better treatment of Eastern European children whose second language is English than of Hispanic students. She urged that more workshops be held to sensitize teachers to the cultural diversity of their students. Education is for all children; bilingual children need an enriched curriculum. She was critical of school districts employing Title I staff with no background in Spanish.

Natalie Camacho, Pocatello, Hispanic Affairs Commission, Idaho Legal Aid employee. Ms. Camacho, a 1981 graduate of Pocatello High School, said teachers she and her brother had laughed at them because they took college preparation classes. Today, both are attorneys. She said counselors need sensitivity training. Minority students must receive equal access to information on financial aid and scholarships. Minority students should be encouraged, not discouraged, to pursue an education.

Nancy Bergmann, Idaho Falls, AA/EEO officer at INEL. Ms. Bergmann discussed the PATH Program of mentorship begun at Fort Hall and sponsored by the INEL. She discussed elements of the program which has 15 community ambassadors. Ten students have been hired at the site upon high school graduation. Commissioner Trerise discussed Hewlett-Packard's in-house program, Managing Diversity, about the value of diversity in the workforce.

Angela Luckey, Pocatello, ISU College of Education Pocatello Human Relations Committee. Ms. Lucky discussed the difficulty of convincing communities that they need multi-cultural education when they have few minorities in their population. She asked for help in getting the right people to attend multi-cultural training programs.

Grace Owens, Pocatello, teacher, NWCAMH Board, Martin Luther King, Jr. Commemorative Day Task Force, Pocatello Human Relations Committee. Ms. Owens discussed the Teacher Expectation Student Achievement Program in place at Highland High School. She said language is exclusive and spoke to the Commissioners in Spanish to convey her point. She said few students will fail to perform if teachers expect them to do so. She encouraged non-minority persons to advocate on behalf of minorities, stressing that bias and unequal treatment is not a minority problem but a societal problem.

Lydia Reyes, Idaho Falls, manager at WINCO, Idaho Migrant Council Board, and member of the Commission on Hispanic Affairs. Ms. Reyes discussed her role an an ambassador in the INEL program discussed by Ms. Bergmann. She said it is important for students to hear that they are the best and will be successful. Ms. Reyes said her father has a third grade education and her mother a fifth grade education. Education was never pushed in her family; she got an education on her own. The six children in her family worked in the fields and gave all they earned to their parents.

Rose McGarr, federal government employee, Pocatello. Ms. McGarr said her son was placed in a Chapter I program because he is Hispanic. In addition, teachers segregate classes by gender and are biased against children of single parents. Her son has already learned that slow students are in Chapter I, girls are smarter than boys, while boys are physically better than girls. She spoke about problems females have with sexual harassment and sex discrimination as well as discrimination if they are a minority.

President Speizer thanked everyone for their testimony.

The Hispanic Population in the United States: March 1988

INTRODUCTION

This report presents data on the demographic, social, and economic characteristics of the Hispanic population of the United States. The Bureau of the Census collected this information in the March 1988 supplement to the Current Population Survey (CPS).[1]

The report contains information about the total Hispanic population, as well as its subgroups—Mexican, Puerto Rican, Cuban, Central and South American, and other Spanish origin.[2] Comparable data for the total United States and for persons not of Hispanic origin also are included. The social and economic characteristics presented include age, sex, marital status, educational attainment, school enrollment, fertility, voting and registration, employment status, family composition and size, income, and poverty status.

HIGHLIGHTS

- From 1980 to 1988, the Hispanic civilian noninstitutional population increased by 34 percent, or about 5 million persons.
- Fifty-five percent (± 1.7 percentage-points)[3] of all Hispanics in the Nation resided in two states—California and Texas—in 1988.
- In 1988, 10 percent (± 0.8) of Hispanics, 25 years old and over had completed 4 or more years of college, compared with 5 percent (± 0.3) reported in the 1970 census (the first census to use a self-identification Spanish-origin question).
- The proportion of high school dropouts among Hispanics 18 to 21 years old (31 percent ± 3.2) was more than twice that of persons who were not Hispanic (12 percent ± 0.7) in October 1986.
- The reported voter turnout rate of eligible Hispanics, citizens 18 years old and over, (46 percent, ± 2.1) in November 1988 was lower than of non-Hispanics (61 percent ± 0.4). Although an increase was noted in the voter turnout rate of Hispanics between the 1976 and 1984 Presidential elections, 43 percent (± 3.1) and 48 percent (± 3.1), respectively, the change between the 1984 and 1988 elections was not statistically significant.
- Data on births to Hispanic women portend a larger proportion of Hispanics in the future United States population. The June 1988 CPS shows that Hispanic women had 11 percent (± 1.2) of all births in the United States but represented only 8 percent (± 0.3) of all women 18 to 44 years old.
- The proportion of Hispanic families maintained by married couples decreased between 1982 and 1988, from 74 percent (± 1.5) to 70 percent (± 1.4). At the same time, the proportion of families maintained by women and men with no spouse present increased from 26 percent (± 1.5) to 30 percent (± 1.4).
- The unemployment rate in March 1988 among Hispanics 16 years old and over was 8.5 percent (± 0.5), the lowest it had been since the relatively high unemployment rates observed in March 1983, shortly after the end of the last economic recession.[4] The same situation was true for non-Hispanics, who had an unemployment rate of 5.8 percent (± 0.2) in March 1988.
- The poverty rate of Hispanic families in 1987 was 25.8 percent (± 1.5) and has not changed significantly since 1982, the bottom of the last economic recession.

POPULATION CHANGE AND COMPOSITION

In March 1988, the Hispanic civilian noninstitutional population numbered 19.4 million and represented 8.1 percent of the total United States civilian noninstitutional population. In 1980, the Hispanic population represented 6.5 percent of the total population. Since the 1980 census, the Hispanic population has increased by

[1]The population universe in the March 1988 CPS is the civilian noninstitutional population of the United States and members of the Armed Forces in the United States living off post or with their families on post, but excludes all other members of the Armed Forces.

[2]Unless otherwise noted, persons reporting "Other Spanish" origin are those whose origins are from Spain, or those identifying themselves generally as Spanish, Spanish-American, Hispano, Latino, etc.

[3]The number in parenthesis is equal to 1.6 times the standard error of the estimate. This gives the 90-percent confidence interval when added to and subtracted from the estimate. A complete discussion of confidence intervals and standard errors is given in Appendix B, "Source and Accuracy of the Estimates."

[4]Comparisons and trends in unemployment rates shown in this report are restricted to data obtained from the March supplement of the CPS and may not necessarily reflect trends observed when comparing other survey months or annual average rates.

34 percent or about 4.8 million persons. The comparable increase for the non-Hispanic population was only 7 percent (table A). About half of the population growth of the Hispanic population resulted from net migration and half from natural increase (the number of births minus the number of deaths).

The Hispanic population of the United States in March 1988 included the following subgroups:

Mexican origin ..... 12.1 million or 62.3 percent
Puerto Rican origin..... 2.5 million or 12.7 percent
Cuban origin ..... 1.0 million or 5.3 percent
Central and South American origin.....2.2 million or 11.5 percent
Other Hispanic origin..... 1.6 million or 8.1 percent

Geographic distribution. The Hispanic population was concentrated in the five Southwestern States in March 1988 (figure 1): 55 percent of all Hispanics in the Nation resided in California and Texas. These two States, along with Arizona, New Mexico, and Colorado, held 63 percent of the total Hispanic population (table B).

Four states outside the Southwest accounted for 26 percent of the Hispanic population: New York (11 percent), Florida (8 percent), Illinois (4 percent), and New Jersey (3 percent). The remainder of the country accounted for only 11 percent of the Hispanic population.

Table A. Change in the Total and Hispanic Populations, by Type of Origin: April 1980 to March 1988

(For the United States. Numbers in thousands. For meaning of symbols, see text)

Origin	March 1988 CPS (Civilian noninstitutional population)	1980 census[1]		Percent change, 1980-88 (Civilian noninstitutional population)
		Civilian noninstitutional population	Resident population	
Total population	241,155	222,461	226,546	8.4
Hispanic origin	19,431	14,458	14,609	34.4
Mexican	12,110	8,654	8,740	39.9
Puerto Rican	2,471	1,983	2,014	24.6
Cuban	1,035	799	803	29.5
Central and South American	2,242	([2])	([2])	(NA)
Other Hispanic	1,573	[2]3,022	3,051	26.2
Not of Hispanic origin	221,724	208,003	211,937	6.6

NA Not available.

[1]Data as of April 1, 1980.

[2]In the 1980 census, the "Other Spanish" category included persons from Spain, the Spanish-speaking countries of Central and South America, and Hispanic persons who identified themselves generally as Latino, Spanish-American, Spanish, etc. In the CPS, the category "Central and South American" is listed as a separate origin.

Table B. Hispanic Population for Selected States: March 1988

(Numbers in thousands)

State	Hispanic population	Confidence interval[1] (1.6 standard error level)	Percent of total Hispanic population
United States	19,431	(X)	100.0
California	6,589	6,265 to 6,913	33.9
Texas	4,134	3,874 to 4,394	21.3
New York	2,122	1,961 to 2,283	10.9
Florida	1,473	1,337 to 1,609	7.6
Illinois	801	693 to 909	4.1
Arizona	648	545 to 751	3.3
New Jersey	646	567 to 725	3.3
New Mexico	543	496 to 590	2.8
Colorado	368	286 to 450	1.9

X Not applicable because number is controlled to an independent estimate and, thus, is not subject to sampling variability.

[1]90-percent confidence level.

Figure 1. **Geographic Distribution of the Hispanic Population: March 1988**

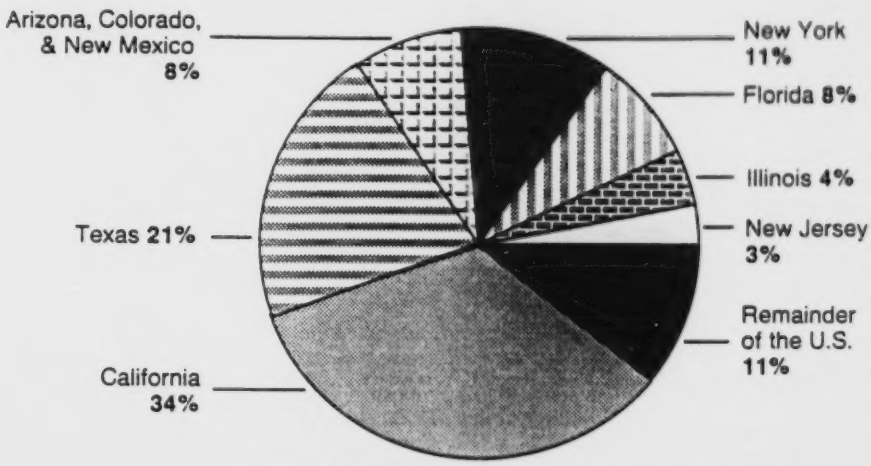
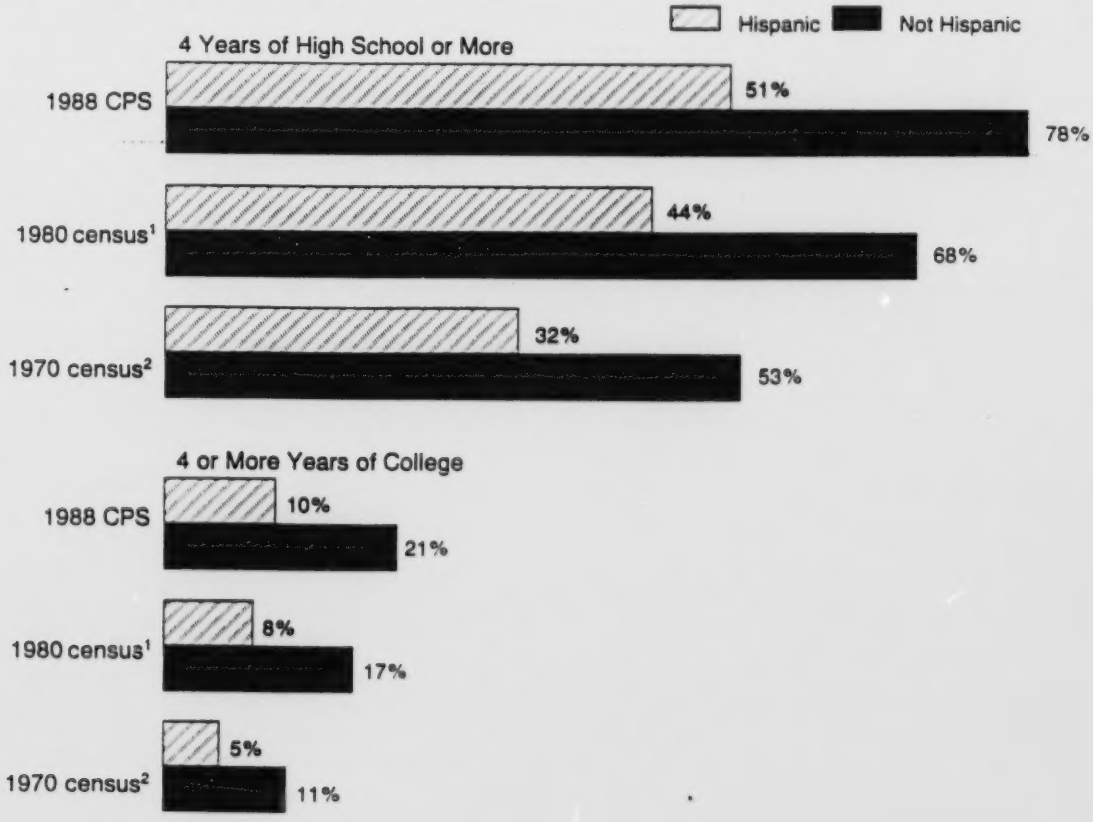


Figure 2.
Years of School Completed by Persons 25 Years Old and Over: March 1988 CPS and 1970 and 1980 Censuses



[1] U.S. Bureau of the Census. 1980 Census of Population, Vol. 1, Chapter C (PC80-1-C1).
[2] U.S. Bureau of the Census. Census of Population: 1970, Vol. 1, Chapter C and Subject Reports, Final Report PC(2) "Persons of Spanish Origin."

SOCIAL AND ECONOMIC CHARACTERISTICS

Educational attainment. The educational attainment level of Hispanics has improved, but remains below the level of their non-Hispanic counterparts (figure 2). The proportion of Hispanics 25 years old and over who had completed 4 or more years of college in 1988 (10 percent) was substantially higher than the 5 percent recorded in 1970 (the first census to use a self-identification Spanish-origin question). The proportion of non-Hispanics who had completed 4 or more years of college (21 percent in 1988 and 11 percent in 1970) was twice as high as that of Hispanics in both years.

There also have been improvements in the educational attainment of Hispanics at the secondary level. Although the proportion of Hispanics 25 years and over who completed 4 years of high school or more did not change between 1987 and 1988 (51 percent), this was the highest percentage ever recorded since the Census Bureau began to collect data on Hispanics in the 1970 census using a self-identification question. Despite this improvement, the proportion of Hispanics who had completed 4 years of high school or more remained lower than that for non-Hispanics (51 percent and 78 percent, respectively). (See figure 2, and tables 1, 9, and 10.)

The educational attainment of young Hispanic adults (25 to 34 years old) portends a more educated Hispanic population in the future. In 1988, the proportion of younger Hispanics who had completed at least 4 years of high school was 62 percent, compared with 44 percent among older Hispanics (35 years and over). Similarly, the proportion of younger Hispanics who had completed 4 years or more of college was 12 percent, compared with 9 percent among older Hispanics. Improvement for younger Hispanics also was evident at lower grade levels: only 6 percent of the younger Hispanics had completed less than 5 years of school compared with 16 percent of their older counterparts.

School enrollment. The proportion of high school dropouts among Hispanics 18 to 21 years old in 1986 remained more than twice that of non-Hispanics. Specifically, the proportion of Hispanics 18 to 21 years old who were not enrolled in school and were not high school graduates in October 1986 was 31 percent compared to 12 percent for non-Hispanics (table 11).

College enrollment data show that young Hispanics (18 to 21 years old) also are less likely than young non-Hispanics to attend college. The proportion of young non-Hispanics enrolled in college in October 1986 was 16 percentage points higher than young Hispanics (38 percent and 22 percent, respectively). With a much larger proportion of Hispanics than non-Hispanics not completing high school, a smaller pool of young Hispanic persons are eligible for college. Only 59 percent of Hispanics 18 to 21 years old were high school graduates in October 1986 compared with 82 percent of non-Hispanics of the same age. The remainder were persons who had dropped out of high school (31 percent and 12 percent, respectively), or still enrolled in high school (10 percent and 7 percent, respectively).

Voting and registration. Voting information published in other Current Population Reports[5] is based on all persons 18 years old and over regardless of citizenship status. However, 37 percent of the voting-age Hispanic population were not citizens of the United States, and therefore not eligible to vote in November 1988. Thus, in this report, only citizens of the United States who are 18 years old and over are considered.

In November 1988, the voter turnout rate of Hispanics was lower than that of non-Hispanics. Less than half (46 percent) of all eligible Hispanics voted in the November 1988 Presidential election, compared to 61 percent of non-Hispanics. An increase was noted in the voter turnout rate of Hispanics between the 1976 and 1984 Presidential elections, 43 percent and 48 percent, respectively. The change between the 1984 and 1988 elections, however, was not statistically significant.[6]

Voter turnout is associated with education, occupation, and income. As shown in table 12, the voter turnout rate was highest among those Hispanics and non-Hispanics who had completed 4 years or more of college, those who were employed in managerial and professional occupations, and those in families with incomes of $50,000 or more. The voter turnout rates of Hispanics and non-Hispanics who had completed 4 or more years of college, and those in families with income of $50,000 or more, were not statistically different from each other.

Fertility. Table 13 shows three fertility measures for the 12-month period ending in June 1988 for Hispanic and non-Hispanic women 18 to 44 years old. These data portend a larger proportion of Hispanics in the future United States population. The June 1988 survey shows that Hispanic women had 11 percent of all births in the United States but represented only 8 percent of all women 18 to 44 years old.

The estimated fertility rate of 94 births per 1,000 Hispanic women was 39 percent greater than the rate of non-Hispanic women (68 per 1,000). There was no significant change in the estimated fertility rate of Hispanic women between 1988 and 1980 (94 births and 107 births per 1,000 women, respectively).[7]

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[5]U.S. Bureau of the Census, Current Population Reports, Series P-20, No. 435, Voting and Registration in the Election of November 1988.

[6]The apparent increase in the voter turnout rates of Hispanics between 1976 (43 percent) and 1988 (46 percent) is not statistically significant.

[7]The June 1980 CPS is used for comparison because it is the first for which data on current fertility are available for Hispanics.

Of the 406,000 Hispanic women who had a child in the 12-month period preceding the survey, 26 percent were not married at the survey date. This proportion was not statistically different from the comparable proportion of non-Hispanic women, 21 percent. The proportion of both Hispanic and non-Hispanic women who were not married at the survey date but reported bearing a child was higher in 1988 than in 1985. In 1985, the proportion of unmarried Hispanic women who gave birth to a child was 15 percent, not statistically different from the 18 percent among non-Hispanic women.

The June 1988 survey showed that Hispanic women who completed higher levels of education (that is, four years of high school, and four years or more of college), those who participated in the labor force, and those who lived in nonmetropolitan areas had lower fertility rates than their Hispanic counterparts without these characteristics. For example, Hispanic women in the labor force had a fertility rate of 55 births per 1,000 women. That was about one-third of the rate for Hispanic women not in the labor force (160 births per 1,000 women). The fertility rate among Hispanic women who were not high school graduates was 127 per 1,000 women, for those who completed 4 years of high school it was 76 per 1,000 women, and 37 per 1,000 women among those who completed 4 or more years of college. Also, Hispanic women living in nonmetropolitan areas had a lower fertility rate (58 per 1,000 women) than those living in metropolitan areas (97 per 1,000 women).

Type of family. The composition of Hispanic families is changing (table 3). The proportion of Hispanic families maintained by married couples decreased between 1982 and 1988 (from 74 percent to 70 percent), while the proportion of families maintained by men and women with no spouse present increased (from 26 percent to 30 percent). A similar pattern was evident for non-Hispanic families.

Family type varies among the Hispanic subgroups. Cuban and Mexican origin families had the highest proportion maintained by married couples. Puerto Rican families had the highest proportion maintained by a woman with no husband present (tables 1 and 22).

Labor force participation. The civilian labor force participation rate of both Hispanic and non-Hispanic women 16 years old and over (52 percent and 56 percent, respectively), was lower than that of their male counterparts. However, substantial increases in the labor force participation rates of women are evident since 1982. The participation rates of Hispanic women increased from 48 percent in 1982 to 52 percent in 1988. For non-Hispanic women the comparable rates were 52 percent and 56 percent, respectively (tables 4 and 14).

The gap in labor force participation among the sexes is narrowing. In March 1988, the labor force participation rate of Hispanic males was 79 percent, a 2 percentage-point decline from their comparable rate for March 1982—81 percent. As noted above, the change in the participation rate for Hispanic women was an increase of 4 percentage points. For non-Hispanics, the labor force participation rate of males decreased from 75 percent to 74 percent between 1982 and 1988—a 1 percentage-point decline. The change in the participation rate for non-Hispanic women was an increase of 4 percentage points.

Unemployment. The unemployment rates in March 1988 for both Hispanics and non-Hispanics, 16 years old and over, were the lowest they have been since the relatively high unemployment rates observed in March 1983, shortly after the end of the last economic recession (figure 3 and table 4).[8] Despite this improvement, the unemployment rate of Hispanics in March 1988 (8.5 percent) remained higher than that for non-Hispanics (5.8 percent). Among the Hispanic subgroups, Cubans and Central and South Americans had the lowest unemployment rates, 3.1 percent and 4.8 percent, respectively. (The unemployment rates of Cubans and Central and South Americans are not statistically different at the 90-percent level of confidence.) The unemployment rate of Cubans also was much lower than that for non-Hispanics (5.8 percent). (See tables 2, 4, and 14)

Family income. After adjusting for the 3.7-percent increase in consumer prices between 1986 and 1987, there was no significant change in the money income of Hispanic families (figure 4 and table 4). The real median income of non-Hispanic families, however, increased by about 1 percent.[9] (The change in the real median income of non-Hispanic families between 1986 and 1987 is not statistically significant from the apparent change in income experienced by Hispanic families.) Since 1982, the bottom of the last economic recession, the real median family income of Hispanic families has risen by 6.9 percent, compared with a 12.3-percent increase for non-Hispanic families. Among the Hispanic subgroups, Puerto Ricans continued to have the lowest median family income.

[8]Comparisons and trends in unemployment rates shown in this report are restricted to data obtained from the March supplement of the CPS and may not necessarily reflect trends observed when comparing other survey months or annual average rates.

[9]Changes in real income refer to comparisons after adjusting for inflation. The percentage change in prices between 1986 and 1987 was computed by dividing the annual average Consumer Price Index (CPI) for 1987 by the annual average value of the CPI for 1986. For a more detailed discussion, see Current Population Reports, Series P-60, No. 162, "Money Income of Households, Families, and Persons in the United States: 1987."

Figure 3.
Unemployment Rates for the Population 16 Years Old and Over: March 1982 - March 1988

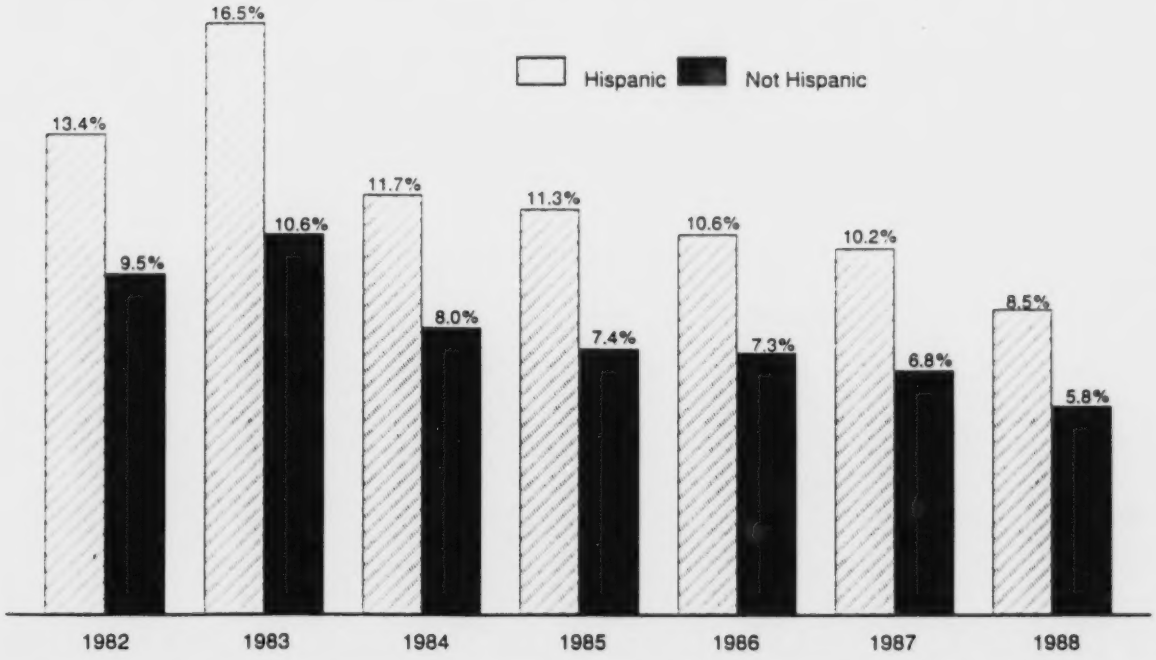
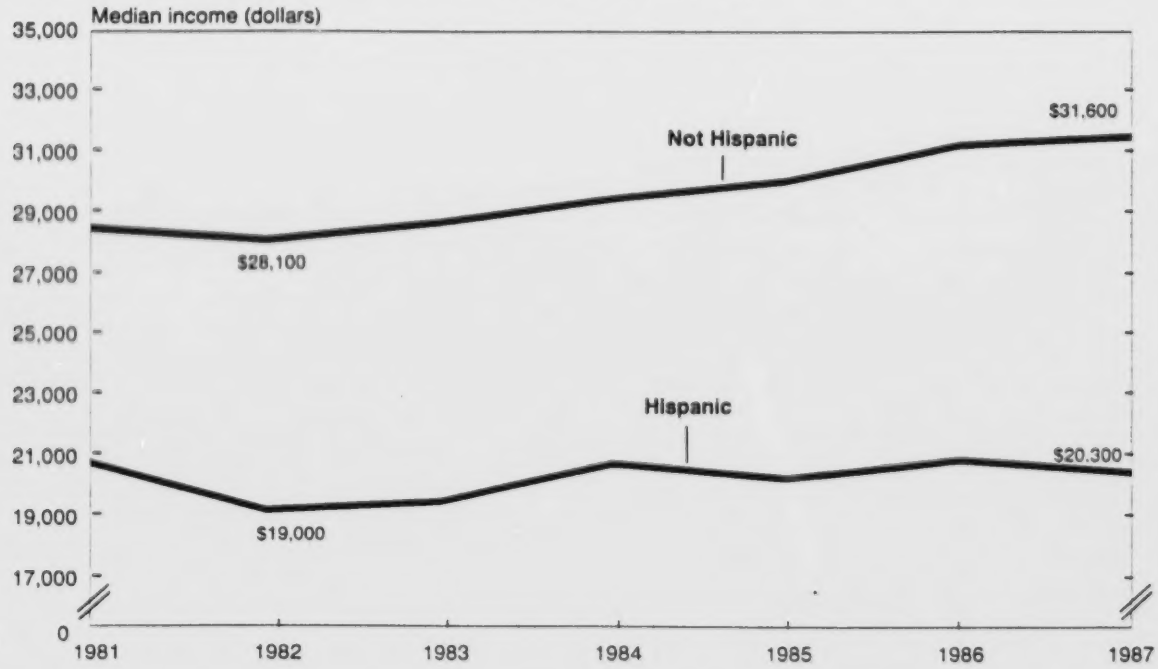


Figure 4.
Median Family Money Income: 1981 to 1987 (In 1987 dollars)



Poverty.[10] About 1.2 million of the 4.6 million Hispanic families (or 25.8 percent) were living below the poverty level in 1987 (figure 5 and tables 2, 31, and 32). Their poverty rate was about two and one-half times as high as that for non-Hispanic families. There has been no significant change in the poverty rate of Hispanic families between 1982 and 1987; however, between 1985 and 1987, the poverty rate of non-Hispanic families dropped from 10.4 percent to 9.7 percent (table 4).

The poverty rate varied among Hispanic subgroups: Puerto Rican families had the highest poverty rate in 1987 with 38 percent. Cuban and Central and South American families had the lowest rates, 13.8 percent and 18.9 percent,[11] respectively (table 2).

The poverty rate among unrelated individuals (persons 15 years old and over who are not living with any relatives) was higher among Hispanics than among non-Hispanics. In 1987, 30 percent of Hispanic unrelated individuals were living below the poverty level compared with 20 percent of non-Hispanic unrelated individuals (table 2).

User Comments. We are interested in your reaction to the usefulness of the information presented here and to the content of the questions used to provide these results. (There are facsimiles of the CPS control card and the origin or descent flash card in appendix C). We welcome your recommendations for improving our survey work. If you have suggestions or comments, please send them to:

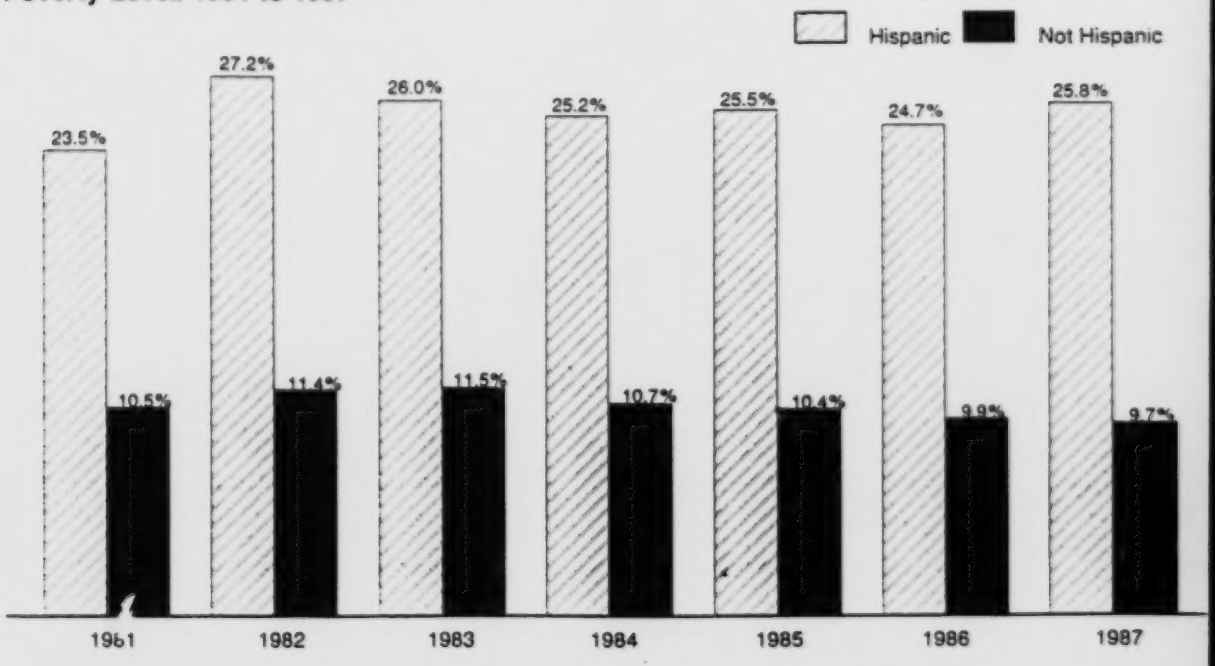
Current Survey Comments
Population Division
U.S. Bureau of the Census
Washington, D.C. 20233

[10]The poverty definition used here is that adopted for official government use by the Office of Management and Budget and consists of a set of money income thresholds that vary by family size and composition. Families or individuals with income below their appropriate thresholds are classified as below the poverty level. The poverty thresholds are updated every year to reflect changes in the Consumer Price Index.

The estimates of poverty in this report are based solely on money income and do not include the value of noncash benefits such as food stamps, Medicaid, and public housing. For a further discussion of poverty and valuing noncash benefits, see Current Population Report, Series P-60, No. 161, "Money Income and Poverty Status of Families and Persons in the United States: 1987 (Advance data from the March 1988 Current Population Survey)."

[11]The poverty rates of Cuban and Central and South American families are not statistically different at the 90-percent level of confidence.

Figure 5.
Proportion of Families With Income Below the Poverty Level: 1981 to 1987



EDUCATIONAL CONDITION OF LEP STUDENTS

The program application form which is submitted by all districts with any LEP enrollment does not include test score data. Rather, it asks the kinds of criteria whereby LEP student progress is measured and assessed. A minority of districts (48%) did not evaluate progress by norm-referenced tests. Most (76%) reported that they evaluated students' progress relative to their development from initial testing.

More detailed information on LEP students' educational condition came from the respondents to the program assessment, as follows. (This information is also found in Appendix B.)

The program assessment asked respondents to estimate the percentage of LEP students in four grade ranges who were below grade level in reading, mathematics, and writing, and who lacked listening and speaking skills in English.

The following table shows the number of respondents per grade range and content.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	24	20	16	16
Math	22	18	16	14
Writing	22	19	16	14
Listening and Speaking	24	21	17	15

These numbers reflect the decreasing enrollment of LEP students in higher grades.

The following table shows the median percentage reported for number of LEPs below grade level in reading, math and writing and lacking listening and speaking skills in English.

	Grade Range			
Content	K-3	4-6	7-8	9-12
Reading	79%	67%	80%	95%
Math	54%	40%	50%	44%
Writing	70%	80%	82%	90%
Listening and Speaking	78%	80%	75%	100%

Median rather than mean percentages are reported here because the percentages reported by the districts were based on differing numbers of students. The median value means that half the respondents reported a percentage greater than the value given in the table, and half reported a percentage lower than that value. A greater degree of accuracy could be attained by asking respondents to report actual numbers, and then converting those numbers to percentages in the statewide aggregation.

PROGRAM CHARACTERISTICS

Program Models

Different kinds of program models are available to the districts to serve LEP children. One is the English as a Second Language (ESL) model, which concentrates on developing English language skills as rapidly as possible in order to allow the child to participate with full benefit in the classroom where English is the language of instruction. A second model is Transitional Bilingual Education, in which the child's native language is used as a medium of instruction in subject matter to the extent necessary and feasible while the child is learning English. A third model is Developmental Bilingual Education, in which the native language continues to be used and developed along with English. This model requires personnel with a high degree of bilingual proficiency and is therefore not commonly found inside or outside of Idaho.

The following chart shows how many respondents chose each model.

Model	Number
English as a second language	42
Developmental bilingual	5
Transitional bilingual	11

Instructional Models

Several instructional models are available to implement the program models, distinguished by setting and staff. The numbers of districts utilizing the different instructional models were identified from the program application forms.

Aide, pullout	44
Aide, in-class	36
Teacher, pullout	25
Teacher, in-class	27
Summer School	25
Peer Tutoring	24
Adult Volunteers	12
ESL in the Content Area	24
Other	4

Staffing

The application data also revealed how many district staff members in various categories provided special services to LEP children.

Position	Total Number	FTE
Teachers, K-6	123	93.9
Teachers, 7-12	59	23.2
Aides, K-6	144	92.6
Aides, 7-12	27	15.3
Consultants	10	2.4*
Counselors	25	13.4*
Psychologists	22	8.5
Volunteers	25	N.A.
Administrators	65	37.8*
Other	15	5.9*

*Several respondents did not report FTE for non-instructional positions.

PART TWO: STATE TECHNICAL ASSISTANCE ACTIVITIES

The State Department of Education employs an ESL/Bilingual Education consultant funded under the Title VII grant, who is responsible for monitoring the districts' programs for LEP students and for providing technical assistance them. The purpose of this technical assistance is to build the capacity of the state and the districts to meet the educational needs of limited English proficient persons.

The technical assistance efforts have been in four parts:

1. Sponsoring a series of workshops throughout the state on topics concerned with the identification and instruction of LEP students.

2. Sponsoring the development of a "Handbook for Classroom Teachers of Limited English Proficient Students".

3. Procuring and making available a set of staff development materials to promote expertise in local districts through a training-of-trainers approach.

4. Conducting site reviews of districts to monitor compliance with state requirement for the education of LEP students. These reviews were part of the data collection process detailed in Appendix C but also provided an opportunity to make recommendations regarding local program practices.

Workshops

The State Department sponsored a series of four workshops on language acquisition and teaching ESL in the content area. A memorandum was sent to all superintendents and LEP directors advising them of the workshops. The workshops were offered for leading teachers in their districts who were interested in receiving the training with the possibility of in turn training colleagues in their own districts. The goal of the workshops was thus to build the capacity of local districts by increasing the number of teachers who are equipped to work with LEP students within the mainstream classroom. The workshops were held on the following dates at the sites listed.

Date	Location	Number of Participants
January 17-18, 1989	Boise	18
January 30-31, 1989	Idaho Falls	20
February 9-10, 1989	Coeur d'Alene	12
February 20-21, 1989	Twin Falls	24

School districts represented at the workshop in Boise were:

Mountain Home #193
Boise #1
Glenns Ferry #192
Payette #371
Bruneau-Grand View #365
Marsing #363
Wilder #133
New Plymouth #372
Parma #137
Nampa #131
Homedale #370

School districts represented at the workshop in Twin Falls were:

Twin Falls #411
Castleford #417
Minidoka #331
Wendell #232
Jerome #261
Cassia County #151
Shoshone #312

School districts represented at the workshop in Idaho Falls were:

Blackfoot #55
Jefferson County Joint District #251
Fremont #215
Ririe #252
Pocatello #25
Idaho Falls #91
Shelley #60
Bear Lake County #33
Aberdeen #58
Marsh Valley #21
Snake River #52
Madison #321

School districts represented at the workshop in Coeur d'Alene were:

West Benewah #42
Post Falls #273
Moscow #281
Kellogg Joint District #391
Wallace #393
Lewiston #340
Coeur d'Alene Tribal School

Bonneville School District received its own workshop on working with LEP students in the mainstream classroom. Twenty-two participants attended. The workshop was held April 11, 1989.

These sites were geographically representative and ensured the availability of training to those areas of the state with the greatest concentrations of LEP students. Graduate credit for participants was made available through Boise State University.
As a result of the workshops, participants were able to return to their districts to provide in-service training to other staff in instructional strategies for LEP students. To assist these efforts, materials were made available for check-out from the State Department. These materials are described in detail below.

These workshops were followed up with the distribution of a networking list of district staff statewide who had received the training. In addition, follow-up discussion sessions were held on February 17 in Caldwell for the Boise participants, March 15 in Pocatello for the Idaho Falls participants, April 17 in Twin Falls, and April 21 in Coeur d'Alene.

The State also sponsored two presentations by the Title VII Evaluation Assistance Center - West regarding the identification and assessment of LEP students. The first was held in Twin falls on April 17 in conjunction with the follow-up discussion session. The second was held April 21 in Coeur d'Alene.

A language development academy consisting of a series of seven sessions was provided at the State's request by the Northwest Regional Educational Laboratory. The title of the academy was, "Special Education and the LEP Student." The sessions were held monthly from November 1988 through May 1989 and were attended by 12 participants from throughout Idaho. The topics included:

Multicultural Education and its Impact on Culturally Diverse Exceptional Children

Language Development and Special Education

Ecological Assessment Procedures for LEP/Special Education Clientele

Identifying and Serving Minority Gifted Students

Preliteracy and Special Education

Legal Implications and Program Design

Training of Trainers

Program planning is another responsibility of the State Department under its Title VII grant. The State assisted districts in the Title VII application process by sponsoring two seminars on proposal-writing. These were held in August, 1988 and July, 1989.

Handbook

The State Department of Education contracted Interface Network, Inc. of Beaverton, Oregon to write and produce the "Handbook for Classroom Teachers of Limited English Proficient Students". It was published in October, 1988 and made available to all school districts in Idaho. The handbook is comprised of six sections: The Limited English Proficient Student; Theoretical Perspectives on Learning English; Instructional Approaches to Learning English; Instructional Approaches to Learning English Through the Content; Assessment; Additional References.

The Handbook was designed to help classroom teachers to "provide meaningful instruction for the limited English proficient students in their classrooms." It blends theory and practice in order to provide insights into how a second language is acquired and how to provide content instruction despite the students' limited language skills.

Staff Development Materials

The State Department obtained a set of six videos on methods of assisting LEP students published by the Salem-Keizer, Oregon School District Bilingual Education Program. The titles within the set were The Newcomer Center; First Experiences; Mainstreaming; English as a Second Language; Learning to Read; and Multicultural Education.

The videos are self-contained units but are also sometimes used in conjunction with materials obtained by the State Department from Interface Network. Those materials were training modules developed under the training-of-trainers concept. Five modules each of the titles "Mainstreaming" and "English as a Second Language" were purchased. Both the videos and the modules were made available for school districts to check out and use to institutionalize local training capacity. Thirty-eight districts took advantage of the check-out service during the year.

Site Reviews

As detailed in Appendix C, the state consultant conducted 15 site reviews to ensure that the districts were in compliance with state guidelines, and to offer recommendations and observations regarding the kinds and quality of services offered to LEP students. (As stated in the introduction to this report, State policy requires annual review of all districts with an LEP population. Those districts not visited by the State ESL/Bilingual Consultant were visited and reviewed by a State representative from the Chapter 1 Migrant program.)

A common theme in the written observations and other comments was "access to the regular curriculum". Eight of the districts visited were commended for their efforts on behalf of the LEP students, including mainstreaming procedures and the coordination of the ESL program with the school curriculum. Six of the districts were criticized for not making the curriculum accessible, whether by not providing language assistance or mainstreaming students before their English skills warranted the transition. These districts submitted plans to redress the situation through staff development and/or the addition of an ESL instructor.

The consultant reminded some of the districts that responsibility for the education of the LEP students lies with the district itself and requires awareness on the part of the mainstream teachers and application of a variety of techniques to allow students access to the curriculum. Responsibility cannot be shifted to categorical programs, nor can ESL in and of itself guarantee that students will have the language skills necessary to participate in the regular curriculum.

The consultant has promoted incorporating language development strategies within the mainstream classroom, along with ESL services. This approach facilitates English acquisition, and it provides the LEP student exposure to the curriculum that is available to all students.

PART THREE: CONCLUSIONS

The findings of this report show that statewide, school districts are attempting to identify and provide educational services to students whose home or native language is other than English. The major effort on the part of the school districts is English language development, but some districts are experimenting with methods of adapting the mainstream curriculum to make it accessible to LEP students at the same time that they are improving their English skills.

LEP students continue to perform below grade expectations, according to the perceptions of the school personnel who submitted the annual program assessment.

There is little uniformity among the districts in their approaches to identifying LEP students; methods include language proficiency testing, interpretation of standardized test scores, informal testing, and observation and referral. Most LEP students are identified in the lower grades, concentrated in kindergarten and first and second grade.

The fact that identified LEP children are concentrated in the lower grades suggests that determination of English proficiency is based on interpersonal communicative language skills, which do develop rapidly, especially among young children. However, the language construct rightly includes reading and school-learned vocabulary, and complicated syntactic structures not needed in informal speech. These aspects of language are not measured by the most common language proficiency tests, but lacking them, a child's chance for academic success is compromised.

When children with a home language other than English do well on the LAS but do not do well in school, it suggests that these students lack the degree of English proficiency necessary to succeed in school and should be further assessed for language skills. The use of standardized language arts or reading tests would be appropriate in these instances.

There is also little uniformity in program and instructional design, although aide-assisted instruction is common to most districts. Several districts are encouraging mainstream teachers to become familiar with issues of LEP education and to incorporate language development with content instruction within the classroom.

A student can have a functional command of English yet still be limited in English proficiency. In this case, it is likely that ESL of itself, especially an aide-assisted pullout ESL, is not the most appropriate program of intervention. Districts can and often do establish multitiered programs; it is not necessarily a question of a child being "in" or "out of" the LEP program, but a question of what level and kind of service the student is receiving. Some students in the program might receive intensive English development along with native language tutorial support. Others might receive less intensive ESL and more in-classroom work, while still others receive no ESL as such, but their teachers modify curriculum and materials and deliver instruction through cooperative learning in a sheltered English environment.

The State Department of Education, in the person of the Bilingual/ESL Consultant, has aggressively promoted the principle that responsibility for the education of LEP children lies within the classroom, not in pull-out or categorical programs, although these may have a legitimate role to play. The Consultant has also actively promoted staff development, including strategies for language development within the classroom, and has worked to raise awareness among the districts regarding the proper identification and assessment of limited English proficient children.

EFFECTIVE SCHOOLING FOR HISPANICS: THE CLASSROOM

The Study

Attributes of "effective" schools and "successful" students specific to the education of Hispanic students received two years of investigatory attention in a project funded by the Inter-University Program for Latino Research and The Social Science Research Council. With a focus on academic learning, the present research provides an in-depth investigation of schools which serve Hispanic language minority students "effectively."

More specifically, activities of students in instructional school contexts as well as in home and community contexts were systematically sampled over the two-year period. This data addressed:

* Instructional processes in literacy and math
* Student performance on standardized language cognitive and meta-cognitive measures
* Academic achievement
* Teacher and principal attitudes
* Parental attitudes related to educational materials and educational assistance provided to students

The Findings

The present work provides some answers regarding effective academic environments for Hispanic language minority elementary students:

(1) **What role did native language instruction play?** These "effective" schools considered native language instruction key in the early grades (K-3), with English as the major language of instruction by grades 5 and 6.

(2) **Did these programs place non-Hispanic (and other non-Spanish-speaking) students at risk?** It was abundantly evident that these classrooms served all students well.

(3) **Was there one best curriculum?** No common curriculum was identified. However, a well-trained instructional staff implementing an integrated "child centered" curriculum with literacy pervasive in all aspects of instruction, was consistently observed across grade levels.

(4) **What instructional strategies were effective?** Consistently, teachers organized instructional activities to insure small collaborative academic activities requiring a high degree of heterogeneously grouped student-to-student social (and particularly linguistic) interaction which focused on academic content. Individual instructional activity (worksheets, workbooks, etc.) were limited, as was individual competition as a classroom motivational ingredient.

(5) **Who were the key players in this effective schooling drama?** School administration and parents played important roles. However, teachers were the critical ingredient. They achieved the educational confidence of their peers and supervisors. They worked to organize instruction, create new instructional environments, assess effectiveness and advocate for their students. They were proud of their students, academically reassuring but consistently demanding. They rejected any notion of academic, linguistic, cultural or mental inferiority.

Details of this comprehensive study are available from Dr. Eugene E. Garcia, Chair, Board of Studies in Education, Merrill College, University of California, Santa Cruz, CA 95064.

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Limited English Proficient Students At Risk: Issues and Prevention Strategies

Rosario C. Gingras
Rudy C. Careaga

In a recent report on American public schools, Secretary of Education Lauro F. Cavazos noted a rise in the national dropout rates for 1988. As a new decade begins, there is an increasing awareness that a more skilled work force is needed if the U.S. is to remain economically competitive. One way to produce such a workforce is by increasing the graduation rate of high school students. To accomplish this, effective dropout prevention programs must be developed to determine the factors that identify students who are at risk of dropping out of school. One such risk factor is limitation in students' English proficiency. Indirect evidence suggests that limited English proficient (LEP) students are often among those most likely to drop out of school. However, accurate identification of LEP students is a major problem. Research done thus far on the identification of risk factors has not directly addressed this issue.

Who is an LEP Student?

When conducting studies, researchers group students according to different criteria. One classification system depends on the language that is spoken in the student's home. A *language minority* student comes from a home where a language other than English is used. Another classification system often used refers to ethnic group membership. Members of ethnic groups often use a language other than English, but not all members of a given group will necessarily speak this language. For example, a Polish-American student belongs to an identifiable ethnic group. However, such a student does not necessarily speak the Polish language. Home language usage or ethnic membership do not necessarily relate to a student's linguistic competency in either English or another language. These sociological groupings are widely used by researchers in part because they are categorical: for example, a student either does or does not belong to the category of students whose home language is Chinese or to the ethnic category of Chinese Americans.

An important defining characteristic of LEP students is a limitation in their proficiency in English. Proficiency is a *linguistic measure* and requires the use of some language assessment instrument. Proficiency in English requires reference to a continuum ranging from "no English" to "native-like proficiency in English." The level of proficiency in English cannot be necessarily related to sociological facts such as home language use or ethnicity.

Who Is a Dropout?

The term "student dropout" is often defined as "a pupil who leaves school, for any reason except death, before graduation or completion of a program of studies without transferring to another school" (OERI, 1987). A dropout is not synonymous with a student who is at risk of dropping out of school. Slavin and Madden (1989) describe a student at risk as one "who is in danger of failing to complete his or her education with an adequate level of skills."

Steinberg, et al. (1984) advise that reported dropout rates should be taken as rough estimates because official statistics may not accurately represent dropout rates by not including students who drop out before high school or by including students with sporadic attendance who, in effect, have left school. The following are other factors that complicate the identification of dropouts:

- Some students stop attending school for a period of time and then return, often resulting in grade retention. Sometimes such students are counted as dropouts because they do not graduate with their classmates.

- Some students stop attending high school but subsequently return to and complete a GED program. These students are sometimes not considered dropouts.

APPENDIX E

- School districts use different grade-levels for their baseline population identification or have different time periods for counting unexplained absences.

As Valdivieso (1986) points out, "...dropout figures from different localities often cannot be compared with each other because of differences in how dropouts are defined or how the data are collected."

Hammack (1987) concluded that there was no standard definition of school dropout throughout the school systems he studied and that comparisons across school districts had to be made very carefully. These inconsistencies in defining dropout affect the estimates of dropouts among LEP students. Valdivieso (1986) suggests that the only claim that one might make about dropout rates (for Hispanics) is that regardless of method or definition used, the rates for Hispanics are high and usually the highest for any group in many localities. Steinberg, et al. (1984) claim that the same can also be said for American Indian students. The same might be said for LEP students in general, although this remains to be shown statistically.

How Many Dropouts Are There?

According to a U.S. Census Bureau estimate, in 1986 682,000 American teenagers dropped out during the 1985-86 school year, an average of 3,789 dropouts a day over 180 school days. A General Accounting Office report (1987) estimated that the overall dropout rate for students ages 16-24 has remained between 13-14 percent for the last 10 years. However, the dropout rate is higher among Hispanics, blacks, and economically and educationally disadvantaged youth; up to 50 percent of students in some inner city schools drop out. In a random sampling of sophomores in 1980, the Center for Education Statistics of the U.S. Department of Education determined that by 1982 the following percentages of students had dropped out. (However, the dropout rates for Hispanics might be underestimated because Hispanics often drop out before the 10th grade):

Whites (non-Hispanic)	12%
Blacks	17%
Hispanics	19%
American Indians	28%
Asians	5%

Sources: OERI, Department of Education (1987) and Orr (1987).

Steinberg, et al. (1984) point out that students from homes where a language other than English is spoken drop out at a rate of 40 percent compared to a rate of 10 percent of students from homes where English is the only language spoken. This statistic indirectly suggests a very high dropout rate for LEP students.

The LEP Population

According to Oxford-Carpenter, et al. (1984), the number of LEP children ages 5-14 was estimated at 2.5 million in 1976, increasing to around 2.8 million in 1990, and reaching 3.4 million by the year 2000. Approximately 95.5 percent of the increase in the LEP child population between 1976 and 2000 will be from homes where Spanish is spoken. Most of the statistical data on LEP populations is based on language spoken at home or, in some cases, on actual language(s) spoken by individuals (see Marcias and Spencer, 1984). Consequently, these data should be seen as high estimates because not all people who speak a language other than English at home are limited English proficient. Thus, the dropout rates for various ethnic groups can only be used as indirect measures of dropout rates for LEP students.

Hispanics

The Hispanic population is composed of diverse ethnic groups which vary in degree of assimilation and English language proficiency; these differences appear to affect dropout rates (Velez, 1989). Based on U.S. Census Bureau (1988) data of 1985, 29 percent of Hispanics ages 18 to 21 were not enrolled in high school and were not high school graduates compared to 13 percent for non-Hispanic whites. Currently, among Hispanics aged 25 and over, only 51 percent have completed 4 years of high school or more compared to 78 percent for non-Hispanic whites. Hispanic dropout rates ranging from 45 percent to 62 percent have been reported in different states (Applebome, 1987).

American Indians

American Indians represent a linguistically and culturally heterogeneous group. Significant differences in socioeconomic status and educational attainment have been found among these groups. Generally, high school completion rates for American Indians are lower than those for whites; 56 percent in 1980 for Indians ages 25 and over compared to 67 percent for the total population (U.S. Census Bureau, 1988). According to the Center for Education Statistics (1983), almost 30 percent of the American Indians included in the sample dropped out between 1980 and 1982. Dropout rates of

up to 90 percent have been reported for American Indians in some regions (Steinberg, et al., 1984).

Asians and Pacific Islanders

In 1980, 75.3 percent of Asians 25 years old or over were high school graduates. However, Laotians had a graduation rate of only 31.4 percent and the Hmong a rate of 22.3 percent (U.S. Census Bureau, 1988). The 1980 data most likely reflect educational levels attained before immigrating to the U.S., especially among Southeast Asian refugees. More recent data are necessary to determine current dropout rates for Asians.

Do Low Levels of English Proficiency Increase the Risk of Students Dropping Out?

As a group, LEP students, appear to be particularly at risk of not completing high school. Baratz-Snowden, et al. (1988) compare the performance in reading and mathematics of Mexican-American, Puerto Rican, Cuban, other Hispanic, Asian, and American Indian children in grades 3, 7, and 11. Self-report by students of their competence in English was used as one measure. Little or no correlation was found between any of the achievement outcomes and frequency of use of a language other than English in the home. However, the researchers found that competence in English showed positive relationships with academic grades as well as with mathematic achievement at grades 7 and 11. That is, the higher the reported competence in English, the higher the academic grades and mathematical achievement were, without regard to language spoken at home. The researchers concluded, "It would appear that whether or not one comes from a home where a second language is frequently spoken is not the critical issue [in academic achievement], but rather the central question is whether or not one is competent in English" (p. iii). Although Baratz-Snowden, et al., do not address the issue of English language proficiency and dropout rates, it is known that good academic performance leads to lower dropout rates among Cuban and Mexican-American students (Velez, 1989). It appears that competence in English may be inversely related to dropout rates, at least among some Hispanic groups. High competence in English leads to good academic performance which, in turn, leads to lower dropout rates. This relationship between proficiency in English and academic achievement and dropout rates is probably true for other LEP students, although this remains to be studied. How important a factor competency in English is for LEP students, relative to other factors involved in dropping out, also remains to be studied.

What Factors Increase the Risk of Dropping Out?

The following factors may affect LEP students dropping out: their level of proficiency in English language skills; school environment such as school size, location, safety, and attractiveness; the socioeconomic and ethnic composition of the student body; programmatic factors such as curricular tracking and ability grouping, promotion policies and grade repetition, and language of instruction; teacher attitudes and expectations (Ochoa, et al., 1987); school socialization and alienation; "personal" reasons; and residential mobility.

- One major factor that appears to increase the risk of LEP students dropping out of school is their level of competence in English-language skills. Competency in English seems to be directly related to academic grades and mathematical achievement (Baratz-Snowden, et al., 1988), and these factors, in turn, are related to dropping out of school. Valdivieso (1986) suggests that competency in English may be a causative factor in deciding to drop out, particularly as limited English proficiency may contribute to grade retention.

- School size may influence the dropout rate. Large student bodies seem to create a less positive environment that promotes less social integration and less identity with the school (Pittman and Haughwout, 1987). Attrition rates for schools with more than 1700 students increase as the proportion of LEP students increases (Olsen, 1988). School size may reflect the socioeconomic status of the community, as large schools are often found in low-income areas.

- The low academic achievement of minority and low-income students has often been attributed to linguistic, cultural, and social disadvantages or differences they bring to school. Such assumptions may reduce teachers' expectations about the academic abilities of these students, who are then judged by lower standards and less challenged by teachers to produce rigorous academic work (Edmonds, 1984). This can create a cycle of low expectation followed by poor performance. Valdivieso (1986) mentions that one of the most common reasons given for dropping out of school is "bad grades."

- Social behavior in class may be a risk factor in dropping out of school. Valdivieso (1986) points out that one of the most frequent reasons reported by dropouts for leaving school was "not getting along with teachers."

- "Personal" reasons are those often reported by dropouts that are not directly related to the classroom. Hispanic females reported pregnancy as one of the most frequently given reasons for dropping out; marriage was also reported frequently by both males and females as a reason for leaving school. Other reasons frequently given for dropping out were employment and "not liking school" (Valdivieso, 1986).

- Residential mobility increases the probability that a student will drop out. Velez (1989) suggests that many Hispanic families tend to move often, and many of these families are limited English proficient. This also appears to be true of some Southeast Asian groups and other language minority groups. Frequent moves cause students to transfer between schools, which seems to have a negative impact on the students and results in a high dropout rate for such students.

Consequences of Dropping Out

The effects of dropping out on the individual and on society are not completely understood; however, the loss to both appears to be enormous. For the individual dropout, the consequences are reduced earnings and limited employment opportunities. There may also be an impact on the individual's psychological well-being (Ramirez and Robledo, 1987). For society, a dropout is most likely a potential burden because of loss in tax revenues, higher unemployment, and possible reliance on social welfare services.

The economic impact of the dropout problem is significant. For example, the loss in earnings and taxes based on projected attrition rates among 1982-83 ninth graders in Texas has been estimated at $17 billion (Ramirez and Robledo, 1987). Also, projected changes in the composition of the labor force indicate that over the next 15 years the percentage of whites (whose native language is English) entering the labor force will decrease, while minority populations (which include LEP persons) will increase (Johnston and Packer, 1987). Thus, to meet national labor needs in the 1990s, the country will require minority students to graduate from high school in increasing numbers with high levels of literacy and mathematical skills.

Students who are at risk of dropping out of school should be identified early by means of various intervention strategies and encouraged to graduate. Preventing dropout among LEP students represents a challenge because proficiency in English is an additional factor in establishing the degree to which they are at risk of dropping out. Effective dropout prevention programs for LEP students may require considering the English proficiency levels of these students.

What Is Being Done About the Dropout Problem?

Public dissatisfaction with public school education has led to a school reform movement focused on increasing academic rigor for students and upgrading standards for teachers. The report by the National Commission on Excellence in Education, *A Nation At Risk*, urged educators to focus on excellence in education and encouraged a school reform movement that addresses the needs of all students, including (although not emphasizing) at-risk students. However, the dropout rates and low academic achievement of many language minority students have caused many educators to focus on the effects of the school reform movement on at-risk students. As reliable, comprehensive dropout statistics are not yet available, it is very difficult to gauge the effects of the school reform movement on dropout rates for LEP students. Murphy (1989) claims that school reform measures have not had a significant impact on the dropout rate of minority students although he notes that the mathematics data from the National Assessment of Educational Progress (NAEP) show that Hispanic students are making steady gains in achievement at all levels. However, the Hispanic category is not equivalent to the LEP student category. Further, as those Hispanics (who are most likely to be academically weak) drop out, the remaining Hispanics tend to be academically stronger. Thus, the NAEP may only indicate that Hispanic students who remain in school are gaining in mathematics achievement.

Federal and State Responses to the Dropout Problem

Both the federal and state governments have responded to the dropout problem with various approaches and initiatives.

Federal Involvement

The School Dropout Demonstration Assistance Act of 1988 (Title VI of Elementary and Secondary School Improvement Amendments of 1988) seeks to reduce the number of students who do not complete their education. Grants are provided to local educational agencies to establish programs:

- to identify potential student dropouts and prevent them from dropping out;
- to identify children who have dropped out and encourage them to return to school;

- to identify at risk students; and
- to collect and report information to local school officials on the number of dropouts and reasons for such dropouts.

The National Educational Longitudinal Study: 1988 (NELS: 88), funded by the Department of Education, follows the educational progress of a nationally representative sample of students from the eighth grade through high school, post-secondary school, and beyond. Reports will be issued every two years for eight years beginning in August 1989. The Office of Bilingual Education and Minority Languages Affairs (OBEMLA) has contributed funds to this study to ensure that additional data on language minority students are gathered.

State Involvement

Smith and Lincoln (1988) report on state-funded services provided to at-risk student populations as part of a survey of the impact of the education reform on at-risk youth. They developed a four-phase continuum representing the level of state response, which extends from awareness of the dropout problem to full-scale intervention/prevention programs. Thirty-six states were classified as being in the initial stages of awareness. The remaining 14 states were identified at the second stage of the continuum, which includes widespread awareness of the dropout problem and initial steps to identify preventive measures.

How Can At-Risk Students Be Identified?

Probably the most important element in a dropout prevention strategy is identifying a student at risk of dropping out of school. Another important element is identifying the type of student at risk: teenage parent, drug abuser, truant, academic underachiever, financially needy, or other type. In the case of a LEP student, the level of proficiency in English should be determined.

Methods and procedures for identifying potential dropouts vary among school districts. Much seems to be known about school-related and student-centered characteristics of at-risk students. Local school agencies can use this information to develop appropriate identification and intervention strategies. The following are some factors to consider in the development of an identification strategy, adapted from the Program for Educational Equity, University of Michigan (1986):

- the practicality of the identification strategy;
- the possible negative consequences of such identification on students' future opportunities and assurance that students' rights are recognized and protected;
- the timely identification of at-risk students to help expedite remediation and prevention of further difficulties; and
- a procedure for correcting possible misidentifications.

Most of the following dropout indicators have been taken from a report issued by the Florida Department of Education (1986). The typology has been adapted from Natriello, et al. (1984). There are five broad categories which include different risk factors. Any one factor is not a necessary predictor of leaving school; however, the more factors a student faces, the greater the risk of dropping out of school.

I. Lack of positive social relationships in school

two or more years older than peers
limited extracurricular involvement
inability to identify with peer group
friends all outside of school
socializing with drug users, delinquents, or persons who attempt suicide

II. Perception that the school program is irrelevant to their future

absenteeism/truancy/frequent tardiness
lack of definitive educational goals
feeling of alienation from school
failure to see the relevance of education to life experience
discrepancy between ability and performance

III. Insufficient opportunities for success in school

low proficiency in English
reading level not commensurate with grade level
poor grades
difficulty learning math skills
lack of basic skills
frequent changes of schools
retention in one or more grades

IV. Family factors outside of school

single parent home
financial distress
poor communication between home and school
siblings or parents who are dropouts

excessively stressful home environment
limited parental monitoring of student's activities
low parental expectations
dysfunctional family
few study aids present in the home
parents are migrant workers
language other than English spoken in the home

V. Personality factors

inability to tolerate structured activities
disruptive classroom behavior
poor social adjustment
difficulty relating to authority figures
health problems
experience of some form of emotional trauma
poor self-concept
excessive hours spent on a job
lure of more immediate gratification (outside jobs, wages, experiences, etc.)
above average or below average intelligence

An identification system based on a profile of at-risk factors (similar to those above) is used in one Florida school district. In this district, a committee composed of an educational specialist, a dean of students, a social worker, a police liaison officer, teachers, and counselors gathers and disseminates information on students at risk. The committee develops criteria for identifying potential dropouts; trains school personnel in identification methods; and maintains a computer database containing grades, attendance records, discipline records, and staff comments for students at risk of dropping out. To coordinate with junior high schools as well as to identify at-risk students, the checklists are distributed to the feeder schools of the local high school. Information contained in student profiles may also include attendance patterns, inappropriate or disruptive behaviors, financial hardship, teacher or counselor evaluations, contact with other social service agencies, medical conditions, grade repetition, level of achievement in math and reading, previous intervention or remediation efforts, history of delinquency or drug abuse, comments from parents, and language background and/or English language proficiency (Florida Department of Education, 1986).

Dropout Prevention Strategies and Programs

Students drop out of school most frequently at the high school level. Intervention, however, is warranted as soon as predictor factors identify students as being at risk. Once students are identified as limited English proficient, they should be offered special language services, such as ESL or sheltered English. Although LEP students may share many factors with other at-risk students, instruction in English language skills can be an important dropout prevention measure for these students.

Several approaches and program types that address the needs of at-risk students are summarized here. These approaches can be incorporated into comprehensive dropout prevention plans for local education agencies and may provide teachers with ideas for their own classroom activities. Many of these suggestions can be adapted to meet the needs of LEP students. Equally important, many of the suggestions stress the importance of collaborative efforts between schools and community businesses or service organizations as well as agencies that specifically serve young people, such as mental health centers and the juvenile justice system.

Counseling Approaches

Potential dropouts typically have low self-esteem. Counseling programs attempt to enhance students' self-esteem by making the school environment less hostile, thereby developing greater social and self-awareness in students. Because the severity of distress or alienation may vary among students, close coordination between these programs and local mental health agencies may be advisable. The following are strategies included in some counseling approaches:

Peer counseling -- students develop a sense of responsibility and usefulness. Peer counselors help other students to become self-aware and to develop their academic, social, and personal potential.

Teachers as advisers -- students are assigned to a teacher who provides guidance in academic and other school-related activities. This is a strategy used to reduce the sense of alienation experienced by many students, especially those enrolled in large schools. For LEP students, assigning teachers who know their languages may be particularly helpful.

Parent counseling -- parents receive counseling on how best to help their children overcome problems. Individual, family, or group counseling techniques may be used. As a parent involvement strategy, this can help integrate the students' home and school environments.

Student hotline -- a telephone counseling service staffed by professional counselors to whom students can direct questions about school or from whom they may receive guidance on personal problems. Night hours can serve for emergency situations. This strategy may best be coordinated through a local mental health agency.

Counseling/rap room -- an office or room in the school used exclusively for counseling and advising.

Group therapy -- used to help students gain self-esteem, accept other persons, and take responsibility for their actions.

Incentive and Tutorial Approaches

At-risk students may have low motivation to attend school regularly and may be chronic truants or have excessive absenteeism. Low motivation of at-risk students may also be reflected in low academic achievement and in social disengagement from the school community. Both low motivation and academic failure or under-achievement can be addressed by the following activities and strategies (Florida Department of Education, 1986):

Attendance incentives -- providing awards or prizes to students or homerooms with the most improved or best attendance. Another method is assigning potential dropouts to work in the attendance or administrative offices or as group leaders within the classroom to monitor and follow up on their group members' absences.

Achievement incentives -- encouraging low-achieving students to accept responsibility for their progress which is regularly monitored, recognized, and rewarded. Techniques may include meeting regularly with counselors, teachers, or administrators to review progress; systematic goal setting; and individual or group tutoring by parents, peers, computers or community members such as senior citizens, successful alumni, or career mentors.

Environmental incentives -- encouraging students to recognize the importance of attending school regularly and graduating as an integral part of attaining economic, career, and personal goals. Activities may include inviting successful alumni or role models to interact with and address at-risk students in assemblies, private conferences, or workplace settings. Organizing formal and informal activities with local universities or colleges may also be an effective strategy.

Social incentives -- organizing peer support groups to encourage commitment to school. Activities may include agreements between students to attend school regularly, provide academic assistance to each other, and encourage participation in extracurricular activities.

Work-related Approaches

Work-related issues, including economic necessity and career and vocational development, should be addressed to encourage at-risk LEP students to stay in school. Employment realism is an important focus point -- learning about potential jobs and their requirements. Several suggestions are provided below that enlist the support of local businesses and industries in dropout prevention efforts.

Career education -- comprehensive programs that provide career awareness development at the elementary level, career exploratory activities at the junior high school level, and placement and follow-up at the senior high school level. Implementing such a program entails assessing student needs and talents, developing individual student career guidance plans, establishing timelines, providing career activities, and integrating with the regular academic curriculum. Parental involvement is necessary since parental approval and encouragement affect students' career plans.

Business community-school collaboration -- programs in which local businesses sponsor individual elementary, junior, or senior high schools or help them implement learning activities by sharing expertise and providing needed supplies. Students may become involved in the host businesses through volunteer work and special events.

Career shadowing -- programs that allow students to observe sponsors who work in the fields that represent the students' career interests. Students learn firsthand the requisite skills, training, and education for their career choices.

Career fairs -- programs where local business or industry representatives display information to students learning about their career choices. A related activity is a job fair in which recruiters from these businesses provide high school seniors with experience in interviewing and job hunting.

Alternative Curriculum Approaches

The alternative curriculum approach is based on the observation that many at-risk students appear more likely to drop out if they continue in a regular school environment. Differences between regular and alternative school environments center around students' learning styles, experiential versus traditional learning opportunities, or thematic orientations in the curricula.

School without walls -- instruction may take place at different locations around the community. Academic courses are modified to allow credit for mastering course objectives in a work or other out-of-school setting.

Environmental programs -- emphasis is placed on physical, experiential learning, and survival activities to build confidence and motivation. Strategies used are basic skills instruction, community involvement, student volunteer programs, study-travel experiences, survival trips, and interdisciplinary coursework.

Behavior modification programs -- these are often designed for chronically misbehaving or disruptive students. Strategies used include frequent feedback on student academic performance and behavior, reality therapy, self-discipline, and goal setting.

Theme schools -- curricula centered around themes such as sports, art, space, or animals. Teachers plan as teams and develop interdisciplinary units of study that teach academic concepts and skills by relating them to the particular school theme.

Dropout Prevention Programs for LEP Students

The following dropout prevention programs presented here are examples of programs found across the country that integrate some of the strategies described above.

Ysleta Pre-kindergarten Center, El Paso, Texas

This program addresses the needs of four-year-olds from non-English speaking families. The school district devotes one entire school, which has an adult-student ratio of 1 to 11, to pre-kindergarten children. The program emphasizes five areas of development:

- awareness of language as a means of communication (which includes initial instruction in English);
- use of the five senses to observe the environment;
- development of motor skills;
- expression of creativity through art, music, and drama; and
- social-emotional development by building confidence and self-esteem.

The center has an extensive parent education program which includes parenting classes. Free classes in conversational English are also available to all parents (CED, 1987).

Bilingual Cluster Concept, San Antonio, Texas

This program serves LEP students in grades K-5. It is a full-time program of dual language instruction that teaches basic skills while students become proficient in English. There are six cluster centers to which students are transported; the LEP population at the cluster schools makes up a small percentage of the total enrollment at the schools. The students remain in the program for an average of one year. Students are referred to the centers on the basis of test results (Texas Education Agency, 1988). One salient feature of this program is its focus on the learning of English. Thus, it addresses an important risk factor, a student's level of English proficiency, at an early age.

Valued Youth Partnership, San Antonio, Texas

This is a cross-age tutoring program designed for middle and high school at-risk students. This program is a public/private partnership supported by Coca-Cola USA in collaboration with the Intercultural Development Research Association. At-risk students are referred by counselors, teachers, and school principals. High school students tutor junior high students for 4 to 5 hours per week during a designated class period. Tutors receive minimum wage for all tutoring activities as an incentive to participate.

The program has nine components that are considered critical for program success (Sherman, et al., 1987):

- early identification of participants,
- personal and individualized instruction,
- basic skills remediation;
- support services and counseling;
- contact with the home;
- paid work experience;
- credit towards high school graduation; and
- committed staff.

The Valued Youth Partnership program has reduced the dropout rate among its participants. The model can be modified to meet the special needs of LEP students with English-language services supplementing basic skills remediation.

Newcomer High School, San Francisco, California

This is a transitional program for LEP students ages 14 to 17. Students receive intensive instruction in English for four periods a day and bilingual support classes in

content areas, such as social studies and mathematics, for two periods. In the bilingual support classes, the home language of the students is used, although for students speaking certain languages all of the instruction is in English. The students remain at the high school for a maximum of two years, after which they transfer to an all English-medium high school or community college program. The dropout rate of students while at Newcomer High School is only 1 percent (OERI, 1987).

Educational Clinics, Washington State

The state of Washington funds nine educational clinics designed to provide short-term educational intervention services to young dropouts. In addition to basic academic skills instruction, the clinics provide employment orientation, motivational development, and support services. The clinics provide services by individually diagnosing instructional needs and setting a course that can be followed at the student's own pace. Basic skills are taught in small groups or individually. Students are encouraged to either return to school or take the GED test and then continue their education or employment. One clinic serves the needs of American Indian dropouts. (GAO, 1987)

Recommendations

The LEP student population is highly heterogeneous. From indirect measures, it appears that many LEP students are at high risk of not finishing school. Moreover, the number of LEP students in grades K-12 will probably continue increasing throughout the next decade. Unless appropriate intervention measures are taken, the dropout rate among LEP students will continue to be high. For reasons stated earlier, it is not in the national interest nor in the interest of LEP students for such a situation to continue. Recommendations are of two types: those addressing research questions and those addressing policy issues. Although many questions remain about the relationship between LEP students and dropout rates, sufficient information exists to develop education policy. The following recommendations are compiled from recent studies:

- each state formulate guidelines for a standard approach to measuring student proficiency in English (Baratz-Snowden, et al., 1988);
- each local education agency use a standard approach to the identification of dropouts (OERI, 1987);
- research be undertaken to clarify the correlation between levels of English proficiency and dropping out among language minority students (Steinberg, et al., 1984);
- longitudinal studies be undertaken to determine predictors of success and failure in the school system so that dependable predictors for dropping out are available for students of all ages (Dougherty, 1987);
- students identified as having limited proficiency in English be given special language instruction (OERI, 1987);
- intervention programs be established at the earliest school level possible -- at the elementary grades if not earlier (Sherman, et al., 1987);
- the number of bilingual/multicultural counselors be increased at all school levels, especially the middle school level (Valdivieso, 1986).

Conclusion

Because of immigration, among other factors, the proportion of youths leaving school in the next decade who belong to language minority groups will increase considerably. Students who are not proficient in English are at greater risk of dropping out of school. Thus, the portion of the youth population that will grow the most in numbers is also the one most at risk. It is important to develop programs to prevent students from dropping out. Federal and state projects address the problem of at-risk students who come from a language minority background; there is also growing recognition among educators of the dimensions of the problem. The costs of preventing dropouts are small relative to the potential losses engendered by dropouts. Additional research is required because it is not clear why some language minority groups have very high dropout rates while other groups have very low rates. The dropout problem among language minority students is now recognized as an enormous problem; educators, with the help of researchers, business leaders, family members and others, need to build on the information now available to begin to solve the problem.

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About the Authors

Rosario C. Gingras is a senior education specialist at COMSIS Corporation. Previously, he was co-director of a JTPA project for at-risk youth in Cibola County, New Mexico.

Rudy C. Careaga is an information specialist at NCBE. He has taught at-risk students from Central America in the District of Columbia Public Schools

NCBE would like to thank the following reviewers for their helpful suggestions:

Aaron M. Pallas
Teachers College, Columbia University
Rafael Valdivieso
Hispanic Policy Development Project
Robert Williams
National Dropout Prevention Network

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Harpreet K. Sandhu, NCBE Director
Kendra Lerner, Publications Coordinator

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COMSIS Corporation Information Systems Division

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IDAHO COMMISSION
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HISPANIC STUDENTS AND THE EDUCATIONAL SYSTEM: AN ANTHROPOLOGOCIAL APPROACH

DRAFT

Prepared by
Jil Sevy
July 1989

APPENDIX F

The successful adaptation of immigrant children to the United States educational system has been of serious concern to research organizations for the past two decades. The reasons for academic success or failure by these individuals are varied and complex. Social researchers have attempted to understand and explain these successes and failures through a number of approaches and hypotheses, many of which are still in their infancy. This paper examines a sampling of some of the more prominent hypotheses dealing with immigrant students with particular emphasis on the Hispanic community. It does not offer any concrete solutions to the problem.

One of the leading authorities in the area of education and immigrant children is Henry T. Trueba of the University of California, Santa Barbara. His major thesis holds that linguistic minority children are not disadvantaged so much by language handicaps as by the manifold contexts of their experience in our society and educational system (Trueba 1989:ix). His is essentially an anthropological approach as he focuses on the cultural and linguistic differences between immigrants and their host society. Trueba has examined some of the most important current

research hypotheses dealing with the reasons and failures. The following is a summary of these hypotheses.

First Hypothesis: Cultural Discontinuities

There is a great discontinuity between the home environment of many immigrant children and what is taught at school. Proponents of this hypothesis (see Au & Jordan 1981; Gilmore & Glathorn 1982; Trueba 1983, 1987; Goldman & Trueba 1987; Erickson 1984) believe that the majority of these children are involved in an educational subordination which they may never be able to overcome. Further, immigrant children from middle and upper middle classes appear to adjust faster to modern industrial host societies than their lower-income counterparts. Therefore, according to Trueba, "the relationship between social and cultural backgrounds of the immigrants and those of their host society determines the speed of integration and the overall success or failure of the minority group (Trueba 1989:14).

Second Hypothesis: Low Status and Income Level

"Undoubtedly, poverty and lower social status have clear implications for participation in educational institutions and for making use of other public services (Ibid:14)." This hypothesis stresses the fact that many immigrants and low income students tend to drop out of school and take menial jobs., It's suggestion as to why this is so is that perhaps income determines both the knowledge and

experiences of children as well as the manner in which these individuals are treated in public institutions. That the cultural attitudes of families in higher socio-economic classes will determine such factors as academic course selection, achievement expectations of teachers, and overall access to resources and information required to succeed in school. This model further sites the child's home environment which in influenced by the resources available to the family in general (see: Heath 1983; Cummins 1986; Mehan et al. 1986; Ching 1987; Rueba 1987; Trueba 1987).

Third Hypothesis: Minorities Response to Low Status

Certain categories of immigrants have "internalized" failure as a reaction to the quasi-caste systems which evolve in host societies. The reason for this is at the root, prejudice, but the question remains why different groups respond differently. This hypothesis maintains that part of the reason can be found in the original motivation for emigration. For example, many Hispanics are forced to emigrate due to unfavorable socio-economic conditions in their home country. The result is often a social and psychological internalization of the failure associated with the low socioeconomic status they are ascribed by the host society. In contrast, groups like the Chinese and Japanese emigrate voluntarily and hereby generally do not "surrender" as easily to the concept of failure (See: Ogbu 1978; Roosens 1987).

Fourth Hypothesis: Parents Role

There are two views concerning this hypothesis. The first maintains that parents who decide to remain permanently in a host country will encourage academic success in their children. They recognize the value of education and will act in such a way as to promote it. The second view sees high-achieving immigrants as functioning as reference groups for success or failure to their peers in the home county. According to Trueba these individuals (primarily Chinese and Japanese) don't generally allow "degradation incidents" or instances of racism and other humiliating events to decrease their self-esteem (1989:16). They see themselves as temporary immigrants and are high achievers compared to other immigrants as well as to their peers in the home country. (See: Devos 1983; Ogbu 1978; Roosens 1987).

Fifth Hypothesis: Genetic or Inborn Characteristics

This hypothesis is clearly discredited by Trueba and the rest of the authors cited in this work.

The hypothesis presented ' above deal with the process of cultural integration and the resulting academic outcomes but they do not address the specifics of academic success or failure. In terms of specific classroom instruction a number of programs have been suggested and implemented over the years. They include bilingual transitional, bilingual bicultural, immersion, and pull-out

programs. (For detailed discussion of these programs see Trueda 1989:51-81; and Cafferty and McCready 1985:121-133.) Each deals with the relationship between language and culture and the issue of language and bilingual education.

Many social researchers have focused on the Hispanic student populations due to the great number of Spanish speaking immigrants in the United States (see table 1.1). Most stress the disparity between the cultural background of these individuals and the classroom atmosphere in which they are expected to adapt. The central argument put forward has been that Hispanic culture contains values that are not conducive to educational attainment and success in the United States school system (Cafferty & McCready 1985). The negative side to this argument roughly corresponds to Trueba's second and third hypothesis. It views the Hispanic child as culturally deprived, lacking in intellectual stimulating and possessing a negative self-image. Many educators have traditionally viewed Hispanic students as victims of their culture and site the lack of parental support of education as contributing to the problem. According to some researchers, however, the empirical evidence does not support this view (see: Cafferty & McCready 1985; Coleman et al., 1966), nor does it support the idea that Hispanic children have a lower self-image than other students (DeBlassie & Healey 1970). It may well be that a more plausible explanation for academic success or failure lies in the more positive view of the statement made earlier.

Table 1.1. LINGUISTIC MINORITY STUDENT POPULATION WITH LIMITED ENGLISH PROFICIENCY, AGED 5–14 (IN THOUSANDS)

	Projections					
	1980		1990		2000	
Language	N	%	N	%	N	%
Spanish	1727.6	72.2	2092.7	74.8	2630.0	77.4
Italian	94.9	4.0	100.1	3.6	109.6	3.2
French	89.0	3.7	93.9	3.4	102.9	3.0
German	88.8	3.7	93.7	3.4	102.6	3.0
Filipino	33.2	1.4	35.0	1.2	38.3	1.1
Chinese	31.3	1.3	33.0	1.2	36.2	1.0
Greek	26.5	1.1	27.9	1.0	30.6	0.9
Vietnamese	24.9	1.0	26.2	0.9	28.7	0.8
Navajo	24.3	1.0	25.6	0.9	28.1	0.8
Polish	24.0	1.0	25.3	0.9	27.5	0.8
Portuguese	23.8	1.0	25.1	0.9	27.5	0.8
Yiddish	22.5	0.9	23.7	0.8	26.0	0.7
Japanese	13.3	0.6	14.0	0.5	15.3	0.4
Korean	12.2	0.5	12.8	0.4	14.1	0.4
Not accounted for and other	158.5	6.6	167.5	6.0	192.9	5.4
Total	2394.2		2795.9		3400.0	

Source: Adapted from National Advisory Council for Bilingual Education, 1980–81.

This alternative view argues that because each culture possesses a distinct cognitive style by which it relates to and organizes the world, Hispanic children are in fact "bicultural" (Ramirez & Castaneda 1974 as sited in Cafferty & McCready 1985). That is they have adjusted to two cultures and therefore have the capacity to express themselves in either cognitive style. According to Cafferty and McCready "cognitive style" refers to "learning styles, incentive-motivation schemes and human relational and communication styles (1985:117)." Different cognitive styles result in different learning styles as each student brings into the classroom his or her own perspective, based on the individual's cultural background. For example, the dominant values of Hispanic culture are believed to be indentification with family, community, and ethnic group, personalization of interpersonal relations, status and role definition in family and community, and Mexican-Catholic ideology. Within the frame work of their cognitive style, therefore, Hispanic children will learn better in cooperative versus competitive settings, are more other-oriented and as such rely heavily on family and community for problem solving and self-perception and as a final result tend to do well on verbal tasks versus analytical ones (Cafferty & McCready 1985:117-118).

Understanding the ethnography of the Hispanic community is one step in dealing with the issue of the Hispanic student. There is certainly no easy answer or quick-fix solution to the problem. A greater emphasis on

cultural sensitivity and accommodation it seems, would generate more willingness on the part of the students to succeed academically. Teaching English as a second language (ESL) with the use of some of the new methods appears to be a step in the right direction. As the educational system is only a part of the problem however, it would be advisable to get to the students themselves and open up a dialogue.

Table 1.4. LEARNING TO SUCCEED: INTERACTIONAL CONTEXTS AND STAGES OF SOCIALIZATION

Interactional contexts	Stages of socialization	
	Construction of success	Outcomes
Community	Community-based counseling, legal and mental health services, basic exposure to public institutions (banks, schools, hospitals, etc.) through literacy classes. Message: "America is multicultural and your ethnic community is part of America."	Selective assimilation patterns through active participation in interethnic public activities. Collective presence in various institutional positions and roles.
School	Use of peer group to reinterpret degradation events and to create a climate of acceptance for cultural differences. Message: "Minority students belong here and can achieve with peer support."	Acceptance of potential success of minority students on the part of school personnel and peer groups. Increasing influence of interethnic peer groups in support of academic success.
Home	Reach out efforts to help parents become strong school allies. Friendly communication for the purpose of creating a support system for the minority student. Message: "You and your child belong in our school."	Selective adult support for student. Reorganization of home life style to help student engage in academic work and provide emotional support. Knowledge of the function of school and roles of school personnel.
Self	On a one-to-one basis, reinterpret past experiences, overcome impact of degradation events, and engage in learning activities through personal relationships with teachers and peers. Discover actual and potential academic skills. Message: "You can succeed if you are willing to seek help."	Redefinition of and acceptance of self. Control over stress and commitment to academic work. Increased cognitive and linguistic skills to articulate abstract thought. Social skills to handle academic problems and engage in learning relationships.

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NAMPA SENIOR HIGH SCHOOL
203 LAKE LOWELL AVENUE
NAMPA, IDAHO 83686 465-2760
NAMPA SCHOOL DISTRICT 131

February 9, 1990

Dear Participant:

Thank you so much for attending our meeting on January 30. I appreciate your sharing your opinions and ideas. I am sending you a copy of the results of that meeting. I shared these results at our Task Force Meeting in Boise at the State Department of Education on February 6, at our Nampa Administrators' meeting on February 5, and at the regular school board meeting for the Nampa School District on February 6.

These results will be compiled with those from the other community meetings and then shared with the Idaho Association of School Administrators, the Idaho School Boards Association, the Governors' Blue Ribbon Task Force, etc.

This is a start. Thanks to all of you for caring (I'll be disseminating these results to some of our attendees in Spanish, after I have time to translate.)

Sincerely,

Shirley Vendrell

Shirley Vendrell

SV/smw

Attachment

Appendix G

Hispanic Task Force identifies barriers

IDAHO Vocational EDUCATION News, Feb. 1990, p. 1.

By Roger Sathre, SDVE

The recently formed Hispanic Barriers Task Force has begun operation. Tomorrows Workforce reports Idaho's largest minority population has half the high school graduation rate of the population as a whole.

The Task Force has examined demographic data from the State Department of Employment and the Census Bureau. Other data indicate certain areas of the state have large concentrations of Hispanic students. Enrollment data shows few Hispanics are enrolled in vocational education.

The primary goal of the Task Force is to identify barriers facing Hispanic students in enrolling in vocational education programs and to recommend ways to overcome them.

Vocational Education has demonstrated considerable holding power for minority and at-risk populations.

A series of community meetings has begun. Hispanic parents, students and community leaders have been invited to evening meetings to voice their concerns regarding Hispanic success in the public schools. Some issues listed in the first meeting at Marsing on December 18 ranged from poor student self-image to lack of concern by school personnel.

Additional community focus groups will be held in Caldwell, Wilder, Jerome, Twin Falls, Burley/Rupert, Blackfoot and Idaho Falls. Concerns will be analyzed and recommendations will be made in a report scheduled for later this year

NAMPA/CALDWELL COMMUNITY MEETING REPORT
JANUARY 30, 1990

I. Persons in attendance:

	NAME
1.	Armida Molina
2.	Monica Ibarra
3.	Ana Luisa Medina
4.	René Medina
5.	Meriam Medina
6.	David Peña
7.	José Jasso
8.	Yaudie Mendoza
9.	Pete Martinez
10.	Salvador Villegas
11.	Jesús de León
12.	Esteban Rezo
13.	Anamaría Rezo
14.	Ricardo Cedillo
15.	Ismael Basaldua
16.	Orie Ozuma
17.	Jesse Ozuma
18.	Nena Martínez
19.	Dora M. Pecina
20.	Mirella R. Flores
21.	Gilbert Flores
22.	Mario Melchor
23.	Bob Larson
24.	Raúl Hunt
25.	Baldemar Elizondo
26.	Debbie Elizondo
27.	Andrew Quintana
28.	Holland Johnson
29.	Eva Reyna
30.	Olga Arredondo
31.	John Hitchman
32.	Keetha Hahn
33.	Estella Zamora
34.	Lina Jimenez
35.	Romero Zamora
36.	Rafael Ortiz
37.	Lidia Ortiz
38.	Del Ray Ebert
39.	Raúl Garza
40.	Anita Brewner
41.	Bill Hargrove
42.	Julia Campa
43.	Tony Campa
44.	Luis Vendrell
45.	Shirley Vendrell

II. The problem; why are so many Hispanic students dropping out?

	PROBLEM	POINTS DESIGNATED
1.	Prejudice, direct and indirect; lack of cultural awareness	37.5
2.	Peer pressure	32
3.	Financial problems	29.5

	PROBLEM	POINTS DESIGNATED
4.	Low self-esteem; alienation	25
5.	Academic problems	23
6.	Discouragement	15
7.	Teenage pregnancy	15
8.	Language problems	14
9.	Not enough counseling by Hispanic/culturally-aware counselors	14
10.	Communications problems between parents and children; lack of parental support	13
11.	Drugs, alcohol, crime	12
12.	Lack of Hispanic role models/leadership	12
13.	Lack of interest in school	10
14.	90% attendance requirement	10
15.	Parents don't recognize the power they have with the schools	5
16.	Broken homes	5
17.	Lack of leadership from State Department of Education	5
18.	Migrant lifestyle	5
19.	Teachers don't have time for students	5
20.	Marriage (of students)	5
21.	Home values (or lack of)	5
22.	Lack of schools' interest in students and parents	4
23.	Students want material things instantly	2
24.	There are no severe consequences for dropping out	1

III. Proposed Solutions

	SOLUTION	POINTS DESIGNATED
1.	Parental involvement, including training in parenting skills and in working with the system, group meetings, conferences, communication, and counseling	54
2.	More Hispanic/bilingual counselors	25
3.	More Hispanic/bilingual personnel, including teachers and administrators (role models)	20
4.	Cultural awareness training for school personnel	20
5.	Business and school linkages, training and jobs offered by business	20
6.	More funding for education	15
7.	Smaller classes	15
8.	Positive contacts by school to parents	10
9.	Involve students in extra-curricular activities	9
10.	More career awareness	7
11.	Tutors for secondary students	5
12.	Bilingual newsletters	5
13.	Bilingual instruction	5
14.	Feature Hispanic role models in Hispanic newsletters	5
15.	More youth programs (church, social, etc.)	5
16.	More opportunities for Hispanics	5
17.	Involvement by the State	5
18.	Change the 90% rule	5
19.	Peer counseling	5
20.	Closed campus	5
21.	Give academic awards and awards for attendance	5

STATE OF IDAHO
OFFICE OF
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

JERRY L. EVANS
BOISE
(208) 334-3300

July 27, 1989

Marilyn Shuler
Director, Idaho Human Rights Commission
Towers Building
Statehouse Mail

Dear Marilyn:

I was pleased that both you and Lynn Mather had a chance to talk to Anita Brunner. From Anita's report, I gather that you covered several areas of concern and I hope she was able to answer most of your immediate questions. I am enclosing a copy of the FY1988 annual evaluation report for Chapter 1 programs, including Migrant Education.

We do not yet have the information on the Hispanic drop-out rate but we will certainly forward it to you when we do receive it. Unfortunately, we do not have very reliable information on the drop-out (or completion) rate in general. For many years, we estimated the drop-out rate for all students simply by comparing ninth grade enrollment to number of graduates in the same group four years later. Obviously many of those students did drop out of school; others may have moved to another state, or died, or delayed graduation. A year ago this office began asking school districts for much more detailed accounting of student numbers as those students begin and end one school year and then move to the next year. By the time one "class" has moved through a four-year reporting cycle, we should have information that is much more accurate than what we are using now -- and then we can make some meaningful comparisons.

I appreciated the comment that some new teachers may not be as sensitive as more experienced teachers to the needs of Hispanic students. This is probably true in many other areas, too. Beginning next fall, thanks to a legislative appropriation, we will implement a formal "mentoring" program under which first-year teachers (and first-year administrators) will be teamed with experienced teachers and administrators who will serve as role models and will be able to offer practical advice and tips to the beginners.

The mentoring program may help, but I cannot guarantee that all teachers will be sensitive to Hispanic students -- just as I cannot guarantee that all teachers will be sensitive to academically or athletically gifted, or emotionally disturbed, or learning disabled students. In many cases, our best sources of information about these situations are the students and their parents who convey their concerns (usually to the building principal).

Celebrate IDAHO
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EXHIBIT 1

This year the Idaho Legislature also altered the school distribution formula and provided some funds to support alternative high schools for students who have dropped out of school or who are at risk of dropping out of school. This is a much-needed effort, but it is also far more expensive than the cost of keeping the student in school in the first place. Many school problems begin in the earlier grades (in fact, many begin even before the child reaches the public school). If teacher insensitivity is a significant contributor towards Hispanic students' attitudes toward school, then the combination of the mentoring program and the special teacher training described to you by Anita should help remediate the problem. But it would help, too, if we could find out which teachers are showing that insensitivity and in what way. Only then can we step in and offer help. Your letter to me notes that a Canyon County teacher "believes part of" the problem is lack of training and sensitivity on the part of a new teacher; we need something more than that if we are to be as effective as possible for all students, including Hispanic.

We are now filling the vacancy for the position of Coordinator of Migrant Education for the State Department of Education. Applications are due here July 28. Once we have chosen someone, would you be willing to spend some time with the coordinator and perhaps share some of your perspectives?

Last but not least, I hope we do not limit this to an exchange of letters. Like you, I am committed to making sure that Idaho's public school system responds to all students, whatever their cultural backgrounds, skills and abilities, and circumstances. That process always works better when we have early and reliable information about problems or potential problems. For that reason, I appreciated hearing from you -- and I would like very much for this to continue.

Sincerely,

Jerry

JERRY L. EVANS
State Superintendent
of Public Instruction

State of Idaho
DEPARTMENT OF HEALTH AND WELFARE
Office of the Director

CECIL D. ANDRUS
Governor
RICHARD P. DONOVAN
Director

450 W. State Street
Boise, Idaho 83720
(208) 334-5500

July 19, 1989

Marilyn T. Shuler, Director
Idaho Human Rights Commission
450 West State
Boise ID 83720-9990

RE: Hispanic Issues

Dear Marilyn:

Thank you for your letter of June 21, 1989, regarding the above-identified issue. I am sorry for the delay in my response, but I felt the issue needed proper research.

First, let me say that the Department of Health and Welfare administration is committed to the resolution of racial and ethnic issues. I realize the need for not only bilingual skills, but also the need for bicultural workers who are sensitive to and understand issues in specific cultures. We are, therefore, constantly recruiting professional staff with these identified skills and backgrounds. In addition, we hire technical and aide staff to assist professional staff when we are unable to hire bilingual, bicultural, professionally-trained staff.

In regard to the concerns of Ms. Lopez, there is no doubt that we lack adequate numbers of bilingual, bicultural staff. However, the allegation of improper practice of child protection services as she described was not confirmed. In fact, the specific case for which she is most concerned was decided by the courts, not the Department personnel.

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EXHIBIT 2

Regarding the efforts of Region III to increase its ability to serve the Hispanic population, there are presently 25 FTE for bilingual, bicultural staff. Region III has a total of 185 FTE. The bilingual, bicultural positions equal 14% of the total staff. Moreover, the region continues to actively recruit for bilingual, bicultural social workers and psychologists for the Mental Health and Family and Children's Services Programs.

Sincerely,

RICHARD P. DONOVAN
Director

RPD:ll:III

STATE OF IDAHO
OFFICE OF
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION
JERRY L. EVANS
BOISE
(208) 334-3300

February 23, 1990

Marilyn Schuler
Idaho Human Rights Commission
450 W. State Street
Boise, Idaho 83720

Dear Marilyn:

I have received and reviewed the report, "Hispanics in Idaho: Concerns and Challenges," scheduled for review and public release by the Idaho Human Rights Commission tomorrow, February 24, 1990.

In the cover letter to the report, Mr. Mabbutt invited comments. We do have several concerns which are documented in the attached memo from the staff of the Compensatory Education section of the State Department of Education.

Please give these comments your serious consideration during the review process of the report. I hope we can continue to work collaboratively to address the problems faced by Hispanic youth.

Sincerely,

Jerry L. Evans
State Superintendent
of Public Instruction

Celebrate IDAHO

EXHIBIT 3

STATE OF IDAHO
DEPARTMENT OF EDUCATION
LEN B. JORDAN OFFICE BUILDING
BOISE, IDAHO 83720

JERRY L. EVANS
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

February 23, 1990

M E M O R A N D U M

To: Jerry Evans

From: Karen Underwood, Anita Brunner and Warren Taylor

Subject: IRHC Report "Hispanics in Idaho: Concerns and Challenges"

Upon reviewing the report, we find that it largely relies on limited testimony, secondary data sources and outdated research, in drawing its conclusions about education for Hispanic youth. Many new efforts have been made in education since the 1978 research study was done. The IRHC Report refers to this study and bases conclusions on it. A generation of children have been educated in the twelve year period during which many positive advances have been made in education for minorities which the report fails to recognize or alleges to be inadequate.

One of two conclusions drawn by the report is that the information base regarding Hispanics in Idaho is not comprehensive and thus "raises legitimate concern about the basic sensitivity or priorities of representatives of Idaho's public educational institutions..." This allegation appears to rest on the fact that the specific drop-out rate of Hispanics is not available. You addressed this issue in your letter to Marilyn Schuler on July 27, 1989, included in the report as Exhibit 1. In addition, the SDE does collect data and follow the educational progress of Hispanic students who are LEP and/ or migrant.

Moreover, the SDE is very concerned about the drop-out rate and most certainly about the Hispanic drop-out rate. Your memo to parents regarding graduation requirements which has been professionally translated into Spanish with the accompanying envelope for documents is concrete evidence of the SDE commitment to reaching Hispanic parents and youth. (Attached)

Other areas of concern:

On page 7 of the report, Mr. Mabbutt references the LEP Evaluation Report published by the SDE. He refers to the ESL instruction LEP students sometimes receive outside the regular classroom as perhaps not being the "best for the self esteem or the educational achievement of the students involved." He then references the

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report, "Effective Schooling for Hispanics: the Classroom," as a basis for his conclusion. Effective educational practices for LEP students often call for supportive ESL instruction over and above what they can receive in the regular classroom. The study Mr. Mabbutt refers to addressed the Hispanic student in general and not the LEP Hispanic student. The SDE endorses the effective practices Mr. Mabbutt references; we in fact provided the IHRC with the Gingras and Careaga article, "Limited English Proficient Students at Risk: Issues and Prevention Strategies," that he included as substantiation of his statement.

Page 8 includes the misleading statement that LEP students "continue to perform below grade expectations according to school system personnel." The use of the word continue is misleading in this statement because it seems to indicate that these are the same LEP students year after year and that they are not progressing. This is not the case. It is not uncommon for a student acquiring a second language to be performing somewhat below grade level. For these students, districts provide ESL and compensatory education services so that they may attain English proficiency and grade level competence. Research shows that the attainment of full cognitive academic language proficiency can take from five to seven years. For this reason we follow LEP students academic progress closely, continually challenging them so that they will be prepared for the future.

The U.S. Dept. of Education - Office of Bilingual Education reviewed the SDE Title VII Bilingual Education program in 1989, and the findings were in praise of the Department's efforts on behalf of LEP students.

In addition, the LEP Evaluation done by an outside evaluator was also favorable of the SDE and local district efforts.

Item 1: Regarding the perceived lack of bicultural awareness or sensitivity workshops for public school personnel. It should be made known that the SDE has aggressively encouraged and provided regional and in district workshops throughout the state for the past two years on cross-cultural awareness and ESL strategies for mainstream teachers. These workshops are available on request to any district.

The 1990 Spring Chapter 1 Conference will feature several sessions on cross-cultural communication, awareness, and LEP educational needs. This conference is open to all educators in Idaho, and more than 700 are expected to attend: positive evidence of a statewide interest in providing top-flight education for at-risk minority students. (Conference Brochure attached)

Item 2: Regarding the "perceived reduction or elimination of funding for migrant education or limited English proficiency services for Hispanic students": Migrant funding follows the number of students enrolled. Also Migrant funds are used to supplement the educational efforts provided by the district in the area of ESL

services. (Migrant Evaluation Attached)

Item 3: The SDE concurs that there is a need for more "native Spanish-speaking teaching staff, counselors or administrative staff." There is a shortage of candidates nationwide. There is an excellent Bilingual Education Teacher training program at BSU with many scholarships available. Qualified Hispanic candidates are encouraged to apply.

Item 5: Regarding the "perceived lack of scholarship programs for Hispanic high school graduates." The CAMP program at BSU is an excellent scholarship program open to migrant Hispanic youth. The Pell Grants are an option open to all qualifying low-income students. Your letter and accompanying document to parents (translated into Spanish) covers financial aid forms and other issues related to getting college assistance at "College Fairs." This should be of assistance to students needing financial aid.

Other programs of note designed to encourage Hispanic youth to continue their education: the HEP Program, the PASS Program, the Space Camp Program, and the Whittenberger Foundation which provides grants to the IMAGE of Idaho for scholarships.

Finally, to the conclusion of the IHRC report. The report states, " the major focus of attention is on perceived discrimination in public education -- primary, secondary, and post secondary." Our response to this is that the SDE Compensatory Education division monitors school districts annually and aggressively confronts any educational inequity it finds. We believe that we are daily advocating for the equal educational rights of at risk minority students, and our records are evidence of this concern and informed advocacy.

It is disappointing to note that the report does not take into account the community testimony taken at the Nampa/Caldwell community meeting held on January 30, 1990. This testimony provides evidence of what the community saw as the critical problems. The solutions proposed by this group provide a real challenge for all of Idaho's concerned citizens to work collaboratively to address.

STATE OF IDAHO
DEPARTMENT OF EDUCATION
LEN B. JORDAN OFFICE BUILDING
BOISE, IDAHO 83720

JERRY L. EVANS
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

Estimados Padres O Guardiánes:

El Departamento de Educación del Estado de Idaho junto con la Mesa Directiva del Departamento de Educación de Idaho han preparado éste paquete informaciónal para asistirle en ayudar a su estudiante en prepararse para el futuro. Aquí tiene información sobre los requisitos para la graduación de la escuela secundaria, requisitos para admisión en los colegios y universidades de Idaho, y ciertos "puntos de referencia" durante el año escolar -- todo en un paquete conveniente donde también puede guardar reportes y documentos de importancia.

Ésta información también puede ser útil para usted. El programa educativo de la escuela secundaria en Idaho ha cambiado mucho desde que la mayoría de nosotros asistimos la escuela. Los requisitos son exigentes. Para cuando el estudiante llega a graduarse de la escuela secundaria en Idaho, ha sido espuesto a una área amplia de sujetos e ideas y a cumplido con requisitos muy estrictos. Lo resultado es que estudiantes de Idaho estan bien preparados para varios futuros incluyendo estudio avanzado academico o vocaciónal, trabajo, servicio militar, servicio voluntario, u otros esfuerzos.

Nuestro deseo es que usted conozca nuestras expectaciónes de estudiantes secundarios ya que su ayuda es de mucho valor. En las escuelas secundarias estan consejeros disponibles para platicar con los estudiantes y ayudarles a encontrar la información necesaria para hacer buenas decisiónes, pero, nada puede substituir a un padre interesado. Nosotros sabemos por experiencia y por lo que vemos en los salones de clase que mientras mayor sea el interés e involucramiento parental, es mejor el procedimiento y planificación para el futuro de parte del estudiante. Le urgemos que hagan preguntas a los consejeros, profesores, a las instituciónes de estudio avanzado y escuelas vocaciónales, y a individuos quienes esten trabajando en áreas cuales su hijo o hija a expresado interes -- todo para que obtengan buena información y recomendaciónes.

La educación secundaria es una compañia entre el estudiante, la escuela, y los padres. Deseamos que éstas materias le ayuden en hacer la compañia aún mas fuerte. El mas beneficiado va ser el graduado de la escuela secundaria con un futuro mas brillante por la asistencia y atenciónes cuales se le han dado durante el camino del estudio.

Cordialmente,

Jerry L. Evans

JERRY L. EVANS
Superintendente de
Instruccion Publica
del Estado de Idaho

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U.S. DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

STATE PERFORMANCE REPORT
(ECIA, CHAPTER 1, MIGRANT PROGRAM)

FORM APPORVED
OMB NO. 1810-0519
EXPIRATION DATE: 2/28/89

SCHOOL YEAR 1988 - 1989

NAME OF STATE EDUCATIONAL AGENCY (SEA)	OFFICE OR UNIT SUBMITTING THIS REPORT (in SEA)
Idaho Department of Education	Chapter 1 ECIA Migrant Education

ADDRESS (Include number, street, city, state and ZIP code)

Len B. Jordan Office Building, 650 West State Street, Boise, Idaho 83720

NAME OF PERSON TO BE CONTACTED ABOUT THIS REPORT	TITLE	TELEPHONE NUMBER
Warren Taylor	Coordinator, Migrant Education	(208) 334-2195

INFORMATION, COMMENTS AND RECOMMENDATIONS ON SOURCES OF DATA, METHODS OF SECURING AND COMPILING DATA, AND RECOMMENDATIONS FOR FUTURE STATE REPORTS

CERTIFICAITON
This report contains the most accurate data available to this
State Educational Agency

SIGNATURE	TITLE	DATE
Warren Taylor	Coordinator, Chapter 1 ECIA Migrant Education	2/21/90

Migrant Education Grants to State Educational Agencies

PART I: PARTICIPATION INFORMATION

Name of State
Idaho

A. Demographic Data

Give the unduplicated number of migrant participants during the Regular Term and the Summer Term combined.

ITEM A.1. By Gender

Male 2,242 Female 2,070 Total 4,312

ITEM A.2. By Year of Birth

1968	2	1979	346
1969	10	1980	355
1970	18	1981	455
1971	41	1982	524
1972	68	1983	696
1973	100	1984	559
1974	110	1985	95
1975	140	1986	49
1976	177	1987	8
1977	250	1988	1
1978	308	1989	0
		1990	

Total 4,312

ITEM A.3. By Migrant Status

Status I	1,766
Status II	301
Status III	2,240
Status IV	4
Status V	
Status VI	1

Total 4,312

ITEM A.4. By Racial/Ethnic Group

American Indian or Alaskan Native	36
Asian or Pacific Islands	16
Black, not Hispanic	3
Hispanic	3,780
White, not Hispanic	477
Other	

Total 4,312

Migrant Education Grants to State Educational Agencies

PART II: PROGRAM DESCRIPTIVE INFORMATION

Name of State
Idaho

A. Program Data

ITEM A.1. Student Served by Grade and School Term
Enter the number of migrant participants in each age or grade by the term in which they received services

GRADE	REGULAR TERM	SUMMER TERM
Ages 0 - 2		16
Ages 3 - 4	1	274
K	244	310
1	324	311
2	279	268
3	243	247
4	219	240
5	194	169
6	187	140
7	147	38
8	122	20
9	97	18
10	60	17
11	46	12
12	17	7
Ungraded Other	61	7
TOTALS	2,241	2,094

Migrant Education Grants to State Educational Agencies

PART II: PROGRAM DESCRIPTIVE INFORMATION

Name of State
Idaho

A. Program Data

ITEM A.2. Instructional Services

Enter the number of migrant participants by regular term and summer term and by grade level groupings.

Subject	Regular Term	Summer Term
English to Limited English Background (ESL)	683	264
Reading	1,404	1,439
Other Language Art Not Above	504	973
Mathematics	1,037	1,438
Vocational Career	10	64
Other (Specify) Art, Music, Physical Education, Social Studies, and Science	246	2,124

Migrant Education Grants to State Educational Agencies

PART II: PROGRAM DESCRIPTIVE INFORMATION

Name of State
Idaho

A. Program Data

ITEM A.3. Support Services
Enter the number of migrant participants by regular term and summer term and by grade level groupings.

Subject	Regular Term	Summer Term
Guidance Counseling Social Work Outreach	264	377
Health	63	228
Dental	3	124
Nutrition	41	606
Pupil Transportation	63	1,351

Migrant Education Grants to State Educational Agencies

PART II: PROGRAM DESCRIPTIVE INFORMATION

Name of State
Idaho

B. Project Information

ITEM B.1. Project and/or Subgrants
Enter the number of projects and/or subgrants awarded

Regular Only	Summer Only	Both Regular and Summer	Total
		36	36

C. Staff Information

ITEM C.1. Enter the number of staff employed in migrant projects by job classification and by regular and summer school terms. Report in full-time equivalents.

	REGULAR TERM	SUMMER TERM
Administrators	6.39	16.35
Clerical	3.68	5.76
Teachers	37.37	151.4
Teacher Aides	106.41	88.4
Curriculum Specialists		
MSRTS Data Entry Specialists	11.33	8.89
Recruiters	24.17	14.83
Support Services Staff (Not in above)	.46	4.34
Other		

Migrant Education Grants to State Educational Agencies

PART III. ACHIEVEMENT INFORMATION

Name of State
Idaho

A. Currently and Formerly Migratory Children

ITEM A.1. School Term of this report: Regular

ITEM A.2. Subjects: Reading, Math, Language Arts

ITEM A.3. Statewide Achievement Data by Grade Level

READING

Fall-Spring Testing Cycle			Annual Testing Cycle		
Grade	Number Tested	NCE	Grade	Number Tested	NCE
2	72	6.29	2	56	2.55
3	50	7.74	3	62	5.36
4	49	6.35	4	55	4.84
5	40	12.09	5	67	-.55
6	31	-.72	6	32	-4.95
7	31	11.10	7	13	4.99
8	27	9.00	8	5	-2.28
9	11	4.27	9	2	10.00
10	2	3.50	10	0	
11	4	13.75	11	0	
12	1	2.00	12	0	

MATH

Fall-Spring Testing Cycle			Annual Testing Cycle		
Grade	Number Tested	NCE	Grade	Number Tested	NCE
2	34	12.12	2	18	2.97
3	39	8.51	3	48	1.40
4	37	15.27	4	41	7.20
5	35	11.57	5	49	.09
6	25	7.48	6	21	-.76
7	19	5.80	7	7	-2.91
8	23	1.35	8	7	7.47
9	3	1.33	9	3	7.67
10	2	0.00	10	3	8.00
11	3	16.33	11	1	-16.00

Migrant Education Grants to State Educational Agencies

PART III. ACHIEVEMENT INFORMATION

Name of State
Idaho

ITEM A.3. Statewide Achievement Data by Grade Level (continued)

LANGUAGE ARTS

Fall-Spring Testing Cycle			Annual Testing Cycle		
Grade	Number Tested	NCE	Grade	Number Tested	NCE
2	5	-1.20	2	19	4.16
3	8	14.73	3	19	1.53
4	2	-.50	4	9	-2.56
5	2	11.00	5	11	6.27
6	11	4.13	6	16	-.25
7	2	.50	7	7	8.43
8	0		8	5	3.26
9	0		9	1	9.00
10	0		10	0	
11	0		11	2	2.50

ESL (REPORTED AS RAW SCORES)

Fall-Spring Testing Cycle			Annual Testing Cycle		
Grade	Number Tested	Raw Score	Grade	Number Tested	Raw Score
2	25	12.08	2	11	15.45
3	14	13.05	3	8	4.98
4	12	15.67	4	8	.74
5	3	8.67	5	3	7.00
6	7	6.86	6	2	7.35
7	4	11.50	7	1	15.00
8	7	6.43	8	2	2.83
9	2	37.00	9	2	-1.50
10	2	10.50	10	4	1.25
11	2	36.50	11	0	

ITEM A.4. The achievement data in the above table are collected:

__X__ From all projects and/or project sites.
_____ In conformance with an approved sampling plan.
_____ Neither of the above.

BOISE STATE UNIVERSITY • 1910 UNIVERSITY DRIVE • BOISE, IDAHO 83725

COLLEGE OF EDUCATION

February 25, 1990

Ms. Marilyn Shuler, Director
Idaho Human Rights Commission
450 West State Street
Boise, ID 83720

Dear Director Schuler:

I wish to commend the Human Rights Commission for their concern about the Hispanic population. I applaud the opening hearings. However, I do have special concerns about the report prepared by Consultant Richard Maddutt. Some critical information was overlooked and some information is not accurate.

On the study cited on page 6, I was one of the two researchers. I did have difficulty getting accurate data. However, I did not indicate a dropout rate of 60%. I could not verify a dropout rate, but given the available data, I concluded at least 50% and as high as 60% in some districts. Also, the 1970 study has some serious methodological problems. The Family Rights and Privacy Act has been cited by school districts as limiting access to sound achievement data. One additional study was completed in the mid seventies by Mr. James Sims using Department of Employment data which also addresses the seriousness of the problem. This Master's Study is available at Boise State University.

On page 10, the consultant notes a perceived lack of scholarship programs. However, the consultant fails to mention several federal programs available at Boise State University later in the discussion under Higher Education. Some of these programs have special requirements, and all guarantee equal access.

Our College Assistance Migrant Program (CAMP) offers scholarships to 40 entering freshmen. To qualify, one must be a migrant or seasonal farmworker, or a dependent of a migrant/seasonal farmworker. While this program only provides scholarships for the freshman year, we have been quite successful in assisting our students in "packaging" scholarships for the balance of their program.

Dr. Keiser earmarked two of our last ten scholarships for minority students, expressing a concern for followup to our CAMP program.

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EXHIBIT 4

Another resource that addresses the dropout problem is our High School Equivalency Program. The eligibility criteria are the same as those for CAMP. We serve at least 125 students per year. Most HEP and CAMP students are Hispanic.

Boise State University has offered four year scholarships in bilingual education since 1976. The recipients must pursue a degree in bilingual multicultural education at the elementary level. A majority of the recipients have been Hispanic over the past twelve years. We also have a master's degree with course work in bilingual education or English as a second language. These scholarships are available to those teaching currently who seek specialized preparation to deal with limited English proficient students in their classrooms, many of whom are Hispanic. These scholarships pay full fees and books.

I would like to highlight a program at the secondary level that is working well. Our Upward Bound Program could well serve as a model in dropout prevention. The Program operates in the Nampa, Parma and Wilder School Districts. It is a teaching/counseling model. Many students raise their G.P.A. a half point the first year. Students are encouraged to prepare for college. Again, the population is primarily Hispanic. All the Upward Bound students that graduated from an Upward Bound Program and entered college were successful during the first semester of their freshman year. The program works!

On page 12 the need for mentors is mentioned. I have suggested this for years. In our College Assistance Migrant Program we have initiated a model mentor program. It works very well. Our Hispanic students are provided Hispanic mentors. The program has been quite successful.

I wish the report had focussed more strongly on the past decade, rather than the reliance on studies from the seventies. Perhaps, the problem is that no major study of the education of Hispanic students has been undertaken since the lawsuit brought by the Idaho Migrant Council.

I am hopeful that the Idaho Human Rights Commission will be successful in this endeavor.

Sincerely,

John H. Jensen, Ph.D.
Director, HEP/CAMP